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ABSTRACT

The Select Advisory Board and the Northwest Regional Educational Laboratory project staff have analyzed and evaluated the need for reorganization in the district using the data, information, and organizational charts made available during the study. Recommended changes are appropriate because line and staff functions appear not to be accomplished effectively under the present organizational structure, which seems to have "just grown." The committee has attempted to look at the organization and the functions performed by the organization rather than at personalities. The specific recommendations focus on the principalship; the superintendency; the district's planning, research, and assessment; the question of centralization versus decentralization; and the district's personnel services. The advisory committee has developed four organizational plans for the district's consideration. Plan 1 is a modification of the present district structure. Plan 2 is a decentralized area or regional administrative organization with centralized functions. Plan 3 is a decentralized organization with modification of Plan 2 at the building and top administrative levels. Plan 4 is a centralized organization plan based on the organization recommended by the Washington study. The committee tended to lean toward a form of decentralization, essentially to get effective line supervision to a smaller number of school sites. (Author/IRT)

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A STUDY FOR THE REORGANIZATION OF EDMONDS SCHOOL DISTRICT #15

Conducted by the

Northwest Regional Educational Laboratory

June 1975

EA 007 299

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TABLE OF CONTENTS

Page

The Need for Organizational Change in the Edmonds School District. 1

Summary of Recommendations 14

Criteria and Standards for an Effective Administrative Staffing Pattern in School District 15 16

Introduction to the Plans 25

Organizational Plan I 27

Organizational Plan II 47

Organizational Plan III 63

Organizational Plan IV 76

Suggested Strategy for District Development and Implementation of an Organizational Structure 88

THE NEED FOR ORGANIZATIONAL CHANGE IN THE EDMONDS SCHOOL DISTRICT

The Select Advisory Board and the NWREL project staff have analyzed and evaluated the need for reorganization in the Edmonds District using the data, information and current organizational charts made available during the study. Recommended changes are appropriate because line and staff functions appear not to be accomplished effectively under the present organizational structure. It appears the present structure has "just grown" and is not appropriate at the present time. The committee feels some staff members should consider the need for reorganization and pinpoint organizational problems at least once a year.

The committee has attempted to look at the organization and the functions performed by the organization, rather than at personalities. Staff evaluation procedures, not reorganization, should be used to change poor administrators.

The Principalship

The committee felt the line function of delivering educational leadership at the local site should be given the highest priority. Consequently, they considered the building principalship to see how effectively the present organzation enhances the delivery of education at the school level. The school site is the basic delivery point for all education in the Edmonds District and it is here that community involvement, staff involvement, educational improvement and educational leadership should all be meaningful.

School principals are often not considered as decision makers in large districts. Edmonds appears to suffer from this malady. As presently structured, the organization presents several problems:

The Assistant Superintendent for Elementary Education and Assistant Superintendent for Secondary Education experience a difficult supervisory span of control and line problems. The span of control for each Assistant Superintendent is too large for effective supervision of the Principals and the line authority of the Special Services Director promotes confusing dual line relationships to the building Principal.

The Assistant Superintendent for Elementary Education supervises 27 building Principals. He also supervises elementary curriculum services and instructional media services for the entire district. It is extremely difficult to supervise this many principals effectively and provide problem solving assistance at the local school sites. Most important of all, it thwarts meaningful development of management by objectives and isolates the Principal from policy development and implementation. The more layers that separate the Principal from policy formation, the more likely the policy will be subverted in implementation.

The Assistant Superintendent for Secondary Education supervises five secondary Principals, eight junior high Principals, the Director of Federal Programs, the attendance and security officers and secondary curriculum services. All of the problems organizationally inherent in the previous paragraph are inherent here. They thwart the effectiveness of the Principals in improving instruction at their school site. The supervisory span of

control is far too large to permit effectiveness in assisting the Principal to do an effective job.

The third area of concern is the present role and responsibility of the Special Services Director. This position functions essentially outside of the line authority of the two Assistant Superintendents. Line and staff functions become blurred making relationships difficult to ascertain at the building level. Definite clearcut areas of responsibility should be established and lines of authority should be defined.

Another major problem thwarting Principals in the Edmonds School District is the problem of curriculum articulation (grades K-12). Organizationally, Edmonds could be looked upon as operating two separate school districts--elementary and secondary--held together loosely by the Superintendent of Schools and the Board of Education. There is evidence this is ameliorated somewhat through a merging of operations of elementary and secondary curriculum services. However, this mandates several curriculum committees. Such efforts tend to be peripheral rather than central. Curriculum articulation is essential between the various school sites and grade levels. It appears the present organizational structure does not provide an effective structure for articulation.

Another major problem in the organization that does not enhance the Principalship is the lack of clearly defined personnel policies and procedures in the District. Standard forms, recruitment and screening procedures should be centralized. However, the procedures for requesting a new teacher, determining job specifications and staff selection are line functions

of the Principal. It now seems extremely difficult to ascertain line and staff responsibility for personnel functions.

Recommendations

1. The supervisory span of control of line administrators over Principals should be reduced drastically.

No line officer should supervise more than 11-12 schools for effective instruction, school site organization and development, implementation and monitoring of management by objectives. This is a maximum span of control and there should be no additional supervisory duties imposed on the line administrator. The effective delivery of educational services is the vital function of the Edmonds District. The Principal and the intermediate line officer should be held accountable for the development and improvement of educational services at each school site.

2. A major thrust of the District should be to provide the essential support services that facilitate instructional leadership by the Principal.

The staff and line organization should provide every effort to free Principals from administrative trivia so they may provide and be held accountable for the instructional program. Housekeeping, bookkeeping and essential support services should be provided by others so the Principal can effectively make instructional decisions.

3. Line authority separation between the Superintendent and the Principal should not exceed one supervisor.

4. Administrative clustering of schools under a K-12 umbrella would improve curriculum articulation in the District.

Curriculum articulation should be a major function of the intermediate line officer who should administer one high school, the feeder junior high's and the attendance area elementary schools. This would provide a more comprehensive context for Principals to influence articulation of the K-12 curriculum. It would also provide a better common understanding of instructional problems and facilitate curriculum improvement procedures.

5. The Principal should make the final personnel choice of school certificated staff employees.

If Principals are to be held accountable for staff performance, it is imperative they be the final selector or rejector of each potential staff member.

The committee felt very strongly that an effective and professionally competent school Principal is the essential ingredient in a school district. However, the committee perceived a possible need to have an alternative leadership model for instruction at school sites. The committee cautions, however, that any such model should be piloted before extensive implementation in the Edmonds District. (See Plan III for this model.)

District Superintendency

The school superintendency in as large a district as Edmonds is a complex, time consuming position. Given the multiple community context of the Edmonds School District, it seems essential that the Superintendent be relieved of day-to-day crisis resolution in the operation of the school district. He should focus his attention in four or five major areas: developing and implementing policy, community relations, visiting and observing schools in

operation, evaluating the effectiveness of top level staff and line administrative officers and long-range planning for instructional efficiency and effectiveness.

Recommendations for the Superintendency

6. A Deputy Superintendent or Area Directors should be employed to reduce the span of control necessary in the present organization.

The staff and line officers between Principals and the Superintendent (and the Board) exist primarily to provide the essential development of the improvement of instruction through such functions as personnel recruitment, selection, staff development, promotion, retention and dismissal; effective business management; development and implementation of management by objectives; and monitoring of successful completion of assigned functions. The Superintendent (and the Board) must of necessity develop policies, but the staff has to do the essential work of procedurally implementing these policies. It becomes crucial that the Superintendent have a Deputy or Area Directors to oversee both the day-to-day school program and coordination of such staff work.

7. Regardless of what organizational pattern may eventually be adopted by the Board, the following functions must be considered of the highest priority:

A. Indepth job descriptions for each staff-line position

B. Management by objectives program

C. Time accounting procedures

D. Development and implementation of the staff evaluation plan

E. More effective district communication with the lay public

It is essential that all line-staff administrators have a definitive job description for which they are held accountable.

The management by objectives program should include specific objectives, activities to be instigated and criteria or indicators for judging how they are accomplished. The job description is a Board/Superintendent function. The development of creative objectives and the attendant activities are functions of the staff-line officer. However, these objectives-activities are subject to review and revision by the Superintendent and the Board.

The time accounting system should relate to the activities of the management by objectives program, and costs and achievements can be both estimated and refined.

The one, single ingredient that ties management and teaching staff together is an effective and objective staff evaluation. ' The District needs to consider multiple perspective evaluation systems involving a combination of supervisory, student, peer and parent persons.

In light of the recent defeat of the two levy proposals, it is quite obvious that additional strategies for effective community relations must be considered. The Superintendent is the key to such strategy development.

Planning, Research and Assessment

At the present time the description for this position indicates it is an accumulation of staff work and implies a quality control and monitoring function. The relationship between curriculum services and the planning, research and assessment section appears hazy. There seem to be serious gaps between school curriculum development and general planning. It is

difficult for the observer to determine who is accountable for curriculum development. It is not efficient to put teacher teams together to develop curriculum. A more efficient method is to assign curriculum development to a department or section and involve teaching staff in a review and critique position rather than a developmental position. Planning, research, development and assessment should be assigned to a single department, rather than diffused througnout the District. Over time, the centralization of curriculum development should build a specialized set of competencies in planning, research, development and assessment in the District. The major functions of this department should be: goal development, quality control of ongoing educational programs, new curriculum development and assessment.

Recommendations

8. Curriculum development should be a staff function. Implementation and operation of new curricula are line functions.

Curriculum development does not occur in a vacuum. New development is based on validated needs; the teaching staff must perceive the need for development and be given the opportunity to review curriculum proposals and influence the final curriculum decisions. It is axiomatic that the design of staff development programs should also be housed in the department. The implementation and operation of the staff development program are line functions.

9. Quality control should be a major function of the planning, research, development and assessment department.

Personnel Services

The present Personnel Services Office of the District is seriously understaffed and is looked upon as inadequate. The employee relations effort is basically a personnel function. The current organizational chart makes it unclear whether the function of policy development and interpretation applies only to the employee relations function, or negotiations, or whether it applies to overall policy development.

Recommendations

10. Personnel service and employee relation services should be merged into a single department.

There should be separate departments for compatible functions only when it is absolutely essential to have separate departments. The separation of these functions tends to increase staff and duplicate efforts. However, the major problem is one of loss by separation of expertise and consistency and a weakening of communications.

Centralization v. Decentralization

Decentralization is a managerial technique delegating responsibility and some decision making to officials of subunits of the local school system. Schools in a particular geographic area are administered by a middle management person. Community participation may involve any systematic and structural method for enlisting community assistance and advice in the decision making process. The committee considered nine types of decentralized systems, but for various reasons of size, community characteristics, etc., felt that only one type was appropriate to the Edmonds District: A

system which decentralized administration of instruction and centralized administration of supporting services. In addition, they felt that citizen participation (and not community involvement or community control) was the only viable model for decentralization.*

It is questionable in the mind of the committee whether the Edmonds School District as an entity, can be a central focal point of such a multiple community. Given the municipalities of Edmonds, Mountlake Terrace, Lynwood and Woodway, and the communities of Alderwood Manor and Brier, the committee wonders if provincialism should not be captured rather than battled and that some form of decentralization is, thus, a desirable alternative.

A second major thrust for decentralization comes from the sheer size of the Edmonds District, a District enrolling some 25,300 students.

A third force for decentralization is the perspective from which parents, patrons and students view the school district. The parents and the students (who eventually become voters) perceive a school district as their thin slice of the educational experience, i.e. since no parent or student sees all or experiences all of the schools, their impression is limited to the successes or problems enjoyed or suffered by their children. Decentralization thus focuses on a smaller portion of the district and specific problem solving can focus in on an area rather than the total district.

*See ERS Circular No. 7, 1969 Decentralization and Community Involvement: A Status Report in the Information and Data Based Document.

Page 2 of the Criteria for the Selection of a Superintendent states the case succinctly when the school board ad hoc committee said, "Among the important characteristics of this 'community,' therefore, is the lack of cohesiveness--a lack of any real community feeling. While it is true that district-wide organization is more and more common and a move for political consolidation has started, it is still true that the schools comprise the major district-wide organization and that they must face problems caused by lack of community feeling, lack of central political organization, lack of traditional loyalties, and ignorance of real conditions and laws, as well as because of the newness of the population."

Recommendations

11. The Edmonds School District should strongly consider a decentralized structure for the line function of administration of instruction (including citizen participation) with a centralized structure for the staff functions of supportive services.

Business Services

The committee did not focus much attention on the organization of the Business Office for at least two reasons: (1) an exhaustive study of this office was recently (1968) completed by the firm of Ernst and Ernst and (2) a full study of the business management of schools in Washington, i.e., Public Education Management Survey, May 5, 1975, has been underway during the course of this committee's work and is now completed and released.

It is the conclusion of the committee, however, that a number of purely supportive staff services which now operate independently or under

the supervision of an inappropriate department or division ought properly to be consolidated into the department of business affairs. One example would be the media services which now function under the Assistant Superintendent for Elementary Education. We refer here to such services as the actual production aspects of educational media such as printing, duplication, graphics and the attendant acquisition warehousing reproduction and distribution services.

12. Media services should be consolidated into the Business Office functions as a division which might be called the Media Cost Center.

Summary of the Need for Reorganization

The basis of the need for reorganization comes from many sources:

- Administrative Cabinet and Superintendent of Schools identified some dysfunctional forces of the present district organization
- Summary of the Board's stated priorities suggested needs for change
- Individual interviews with a Board member, Superintendent of Schools, the Assistant Superintendents and the Administrative Assistant for Planning suggested a sense of urgency about reorganization
- Indepth analysis of the current organizational charts revealed faults
- 26 staff members involved in a concensus process identified current critical problems in the school district

From all the sources and data available it was apparent to the committee that reorganization was needed. Functions are spread unevenly. Curriculum should be articulated systematically K-12 and not split organizationally. The line span of control is too great for effective evaluation, supervision and organizational development at the school site and especially for effective instructional leadership by the Principals.

While management by objectives is a high priority for the District, it cannot be achieved effectively prior to a Board decision on whether or not to reorganize.

Recommendations

13. The School Board should adopt a policy to institute immediate planning for consideration of a new organizational plan and to set a date for the submission of that plan for adoption/rejection/revision.

Eventually, the public, the School Board, the Superintendent and the staff must live with an organizational plan. Administration is both an art and a science. Any organization must be flexible and be able to deliver effectively the service it provides--educating the youth of the Edmonds District.

SUMMARY OF RECOMMENDATIONS

1. The supervisory span of control of line administrators over principals should be reduced drastically.
2. A major thrust of the District should be to provide the essential support services that facilitate instructional leadership by the principal.
3. Line authority separation between the principal should not exceed one supervisor.
4. Administrative clustering of schools under a K-12 umbrella would improve curriculum articulation in the District.
5. The principal should make the final personnel choice of school certificated staff employees.
6. A Deputy Superintendent or Area Directors should be provided to reduce the span of control now necessary in the present organization.
7. Regardless of what organizational pattern may eventually be adopted, the following functions must be considered of the highest priority:
   A. Indepth job descriptions for each staff-line position
   B. Management by objectives program
   C. Time accounting procedures
   D. Completion of the development and implementation of the staff evaluation plan
   E. More effective District communication with the lay public
8. Curriculum development should be a staff function; implementation and operation of new curriculum, line functions.

9. Integration of quality control as a major function of the planning, research, development and assessment department.

10. Merger of personnel service and employee relation services into a single department.

11. A decentralized structure for the line function of administration of instruction (including citizen participation) and a centralized structure for the staff functions of supportive services.

12. Consolidation of media services into the Business Office functions (and possible renaming as Media Cost Center).

13. Board action to set a policy to institute immediate planning for consideration of a new organizational plan and set a date for the submission of that plan for adoption/rejection/revision.

CRITERIA AND STANDARDS FOR AN EFFECTIVE ADMINISTRATIVE STAFFING PATTERN IN SCHOOL DISTRICT 15

1. States which provide basic school support normally mandate between 40-45 certificated personnel per 1,000 students to maintain minimum instructional staff.
2. For each 20 instructional staff there should be a principal and vice principals.

   Legislation by the States: Accountability and Assessment in Education: Report #2 of the Cooperative Accountability Project.
3. The functions of the principal and the vice principals are to provide leadership for the supervision and improvement of instruction and the attendent student personnel development.
4. Housekeeping duties at the building level should be accomplished by classified personnel.
5. Every staff position should be responsible to only one higher position and all positions should have a clearly indicated responsibility upward. Each line supervisor should be responsible for no more than 11 principals. In the Edmonds District there should be at least 3.7 line administrators to assure that District goals, management by objectives, effective supervision of teaching, teacher evaluation and effective learning is being achieved, accomplished or met at each building site.
6. The business office staffing pattern appears to be adequate and should continue as is and with some expansion due to transfer of functions by the various plans.

7. The staff functions at the District level that are essential and need be accomplished are:

Curriculum Director	1.0
Program Developers-- Curriculum development, affirmative action, curriculum planning, Management by Objectives Program, etc.	2.0
Media Support Technician	1.0
Federal Programs Coordinator	1.0
Career Education Coordinator	1.0
Special Education Coordinator	1.0
Research Director	1.0
Public Relations Consultant	1.0
Goal Assessment and Program Evaluation	1.0
Personnel Director	1.0
Classified Personnel Coordinator	1.0
Staff Evaluation Supervisor	1.0
Employee Relations Consultant	1.0
Pupil Personnel Services Coordinator	1.0
Supervisor of Nurses	1.0
Superintendent of Schools	1.0
Deputy Superintendent	1.0
Assistant Superintendents and Line Supervisors	6.0
	24.0

*This total does not include personnel from the Office of Business Services, which seem to be pretty well established. Nor does it include instructional support staff in the Divisions of Career Education and Special Education Services. The total also assumes discontinuance of general instructional consultants.

8. The following chart depicts five school districts of comparative size, philosophy and suburban sophistication in the states of Washington and Oregon. The data from Oregon were compiled by the Oregon State Board of Education as of September, 1973, from 1973-74 Oregon School Directory with Community Colleges. The Washington data were taken from the Washington Education Directory, 1973-74. The five unidentified districts are designated by letters in the first column; the second column contains the number of certificated central office administrative and supervisory staff; the third column gives the per pupil daily membership of the district K-12; the fourth column lists the ratio of central office administrators and supervisors to each 1,000 students in membership; the fifth column lists the number of central office staff that Edmonds #15 would have if they used this ratio.

Comparison of Five School Districts in Oregon and Washington with Comparative Characteristics of the Edmonds District for Appropriate Central Office Staffing

(1) District	(2) Central Office Staffing*	(3) Daily Membership	(4) Ratio of Central Office staff* per 1,000 students	(5) District 15 (25,300) using each ratio
A	26	18,739	1.39	35.17
B	29	20,088	1.44	36.43
C	37	22,543	1.38	34.91
D	31	22,551	1.37	34.66
E	40	25,486	1.57	39.72
			1.49	37.70

*Note: The staffing numbers shown in column 2 above are certificated personnel only and do not include Business Office personnel whether or not those individuals may be certificated. Thus, the data for all five districts are directly comparable without reference to Business Office functions.

STAFFING CRITERIA

Criteria for effective staffing were located in the ERS Report "Guidelines for School Staffing Ratios." Information describing districts comparable to the Edmonds School District was excerpted from the ERS Report, and is summarized in the following Tables.

The focus of the data is on

- recommended ratios of professional staff and administrators to students;

- recommended numbers and kinds of administrative, consultant and support positions based on numbers of teachers;

- recommended school building staffing ratios based on school size.

Results were utilized in the preparation of the four alternative organizational structures.

TABLE 1

District-Wide Ratios of Total Professional Staff to Students

Recommended Ratio	Source	Remarks
60-68:1000 pupils	New York State Teachers Association (87:2)	
65:1000 pupils	NEA Office of Professional Development and Welfare (79:17)	
68:1000 pupils	McKenna (70:8)	Based on Associated Public School Systems schools of high quality
125:2000 pupils	Adams-Cheshire School District (Mass.) negotiation agreement	Minimum

TABLE 2

District-Wide Ratios for Administrators

Recommended Ratio	Source	Remarks
3:1000 pupils	Castetter, Griffiths, and Felker (18:30)	Includes only "administrators"
In districts of 599 pupils or less, 1:113 in ADA In districts of 600-1399 pupils, 1:177 in ADA In districts of 1400-2199 pupils, 1:195 in ADA In districts of 2200-2999 pupils, 1:204 in ADA In districts of 3000-3999 pupils, 1:222 in ADA In districts of 4000-4999 pupils, 1:223 in ADA In districts of 5000-5999 pupils, 1:245 in ADA In districts of 6000-17500 pupils, 1:315 in ADA	Council for Administrative Leadership (28:21)	Median size of administrative staff for "optimum administrative effectiveness" according to opinions of superintendents in 597 school systems in New York State in 1957.
5 - 7:1000-1200 in ADM 6 - 8:1200-1400 in ADM 7 - 9:1400-1600 in ADM 8 -10:1600-1800 in ADM 9 -11:1800-2000 in ADM 9 -12:2000-2200 in ADM 10-13:2200-2400 in ADM 11-14:2400-2600 in ADM 12-15:2600-2800 in ADM 13-16:2800-3000 in ADM 14-18:3000-3500 in ADM 16-22:3500-4000 in ADM 18-25:4000-5000 in ADM	Wynn (131:8)	"Minimum number of full-time administrators and supervisors"

TABLE 3

The Superintendent and his Assistants

Position	Recommended Ratio	Source
Deputy Superintendent (or other top assistant to superintendent)	Should be added when number of teachers exceeds 250	AASA (2:87)
Administrative assistant or part-time intern to superintendent	Should be added when number of teachers reaches 50-250	AASA (2:86)
Assistant Superintendent for personnel	Should be added when number of teachers reaches 100	AASA (2:90)
Personnel Office	1 professional + 3 clerical: 1000 certificated staff (minimum)	AASPA (5:22)

TABLE 4

Central Office Instructional Administrators and Supervisors

Position	Recommended Ratio	Source
Art consultant	1:100-200 teachers	AASA (4:113)
Reading/language arts consultant	1:400-500 teachers	AASA (4:113)
Music consultant	1:100-200 teachers	AASA (4:113)
Physical education consultant	1:100-200 teachers	AASA (4:113)

TABLE 5

Audiovisual and Instructional Materials Specialist

Position	Recommended Ratio	Source
Consultant in instructional materials	1:200-500 teachers	AASA (4:113)

TABLE 6

Psychometrists and Other Testing Personnel

Position	Recommended Ratio	Source
Psychometrist	1:100-200 teachers	AASA (4:113)

TABLE 7

School Nurses

Position	Source	Remarks
1:40-50 teachers	AASA (4:113)	Based on experience in Bucks County (Pa.)

TABLE 8

School Building Staffing Ratios

Source	Recommended Ratio or Staff Composition
Council for Administrative Leadership (27:26)	Based on a study of the junior high school in New York State, recommends the following optimum staffing pattern for a junior high school of 700-1000 pupils: 1 principal 2 assistant principals 1 school nurse 1 part- or full-time psychologist 3 guidance counselors 1 part- or full-time coordinator of student activities

TABLE 8
(continued)

Source	Recommended Ratio or Staff Composition
	1 part- or full-time coordinator of instructional materials 1 reading consultant 1 speech correctionist
Northwest Association of Secondary and Higher Schools (89:12, 14)	At least one administrator devoting not less than 1/4-time to administrative duties for the first 299 (or fewer) pupils enrolled in senior high schools and one full-time administrator for senior high schools of 300-500 pupils. One additional administrator shall be assigned for each 500 pupils or major fraction thereof. An administrator is defined with the following examples: superintendent, principal, vice principal, athletic director, attendance director, activity director, dean of students, and department heads with released administrative time.
	A ratio of 1 teacher to 25 pupils is the recommended minimum. The term "teacher" describes the classroom teacher, certificated instructional materials center personnel, aides to teachers and certificated instructional materials center personnel for as much time as they give to instruction, paraprofessional aides (counted as one-third of a teacher) and interns (counted as two-thirds of a teacher).

INTRODUCTION TO THE PLANS

The select advisory committees has developed four organizational plans for submission to the District.

Plan I is a modification of the present District organizational structure.

Plan II is a decentralized area or regional administrative organization with centralized functions.

Plan III is a decentralized organization with modifications of Plan II at the building level and top administrative level.

Plan IV is centralized organization plan based on the recommended organization by the Washington Study.

All plans contain the same basic functions, but are rearranged in different units, divisions or departments. Titles and functions are occasionally changed because of the tasks outlined. Most of the functions can be shifted from one plan to another plan.

Each plan has certain strengths and weaknesses. The committee attempted to give the advantages and disadvantages as they perceived them.

The committee as a whole tended to lean toward a form of decentralization in District 15, essentially to get effective line supervision to a smaller number of school sites.

In addition, the committee felt that, eventually, the District, its administrators and the Board must decide what organizational structure would enhance and facilitate the growth of students in District 15.

A final note; what happens in the white spaces between the boxes of an organization often is as important as what happens in the box. Yet the

committee held firmly that form does change behavior and that development of communication devices is a part of the organization.

Many other organizational structures can be found in the information and data based document that accompanies this final report. This document especially deals with the issue of centralization versus decentralization and should be studied indepth by the District. The Eugene, Oregon school district should be considered both for organization and strategies for achieving decentralization. There are also multiple centralized charts in the document.

The District should also study carefully the forces impinging on the District; the consensus of major problems in the District; the disparity between the Board priorities, cabinet priorities and the principal priorities; and the ranking by selected administrators of the functional needs of the District. All of these help to build the case for reorganization.

To facilitate decision making process by the District in choosing among alternatives presented the management structure has deliberately been broken into four or more parts. The first chart will show the major administrative positions, then line relationships and then the support units. It is in this order that we recommend planning proceed. First, select the major administrative organization that fits the needs of the District. Then, build the line relations and finally the support units.

ORGANIZATIONAL PLAN I

This plan is primarily a modification of the present organizational structure. It retains the divisions of elementary and secondary education under separate administrative heads.

The line function provides for four major administrators: Superintendent, Deputy Superintendent, Assistant Superintendent for secondary education and Assistant Superintendent for elementary education.

The support services provide for three major administrators: Director of Personnel Services, Director of Special Projects, and Director of Business Services, who also serves under the Deputy Superintendent.

The Deputy Superintendent thus has a dual role, being both a line officer for the instructional program and also the coordinator of all support services.

If the cabinet is to be maintained these seven administrators would form the core of the cabinet.

In the line capacity of the Assistant Superintendents for elementary and secondary, it becomes crucial that each Assistant Superintendent have at least 2.0 F. T. E. supervisors to work directly with the building principals in developing and monitoring management by objectives, identifying problems and issues at each school site, providing organization development assistance by school sites, and assisting the Assistant Superintendent in the evaluation of the building leadership. In essence, the offices of the Assistant Superintendents should generate the thrust for improvement of instruction at each school site.

The crucial element in maintaining this effort will be the adequacy of feedback from the Assistant Superintendents to the Deputy Superintendent who must coordinate support services to develop and assist in problem solving at the schools.

Department of Special Projects: This title may be a misnomer because the department has several functions that are not truly special projects but have a "special" nature in that the work would be continually shifting and evolving. The department contains all the functions of planning, research, development, and assessment. It also coordinates Federal Programs, the special education and the career education functions. The rationale for placing these programmatic thrusts here is the developmental nature of the tasks and the need to reduce the number of supervised employees reporting to the Assistant Superintendents of education. Note: All Federal Program teaching staff, career education teaching staff and special education teaching staff are supervised by the line officers, primarily the principals, with planning and instructional support functions provided by Director of Special Projects.

The clustering of functions in this way is intended to build a special set of competencies and a staff that is especially flexible. It will be essential that priorities are established by the Deputy Superintendent and Superintendent which flow through the line officers. It is here that the staff work would be done in such areas as Affirmative Action, and Reduction in Force policies, as well as state department and legislatively mandated activities.

A second prime consideration for this department is the need for cooperative teamwork with staff that are affected by the work of this unit. It is essential that instructional staff have input as to problems and periodic review of the development of special projects, so that it is clearly understood what the various programs and solutions are attempting to achieve.

It is also obvious that the number of F. T. E.'s required for this unit depends upon the magnitude and number of problems identified and validated by the line staff, as well as the ability of the administration to establish effective priorities and to establish team relationships with line administrators. The staffing pattern for this plan, as outlined in the pages to follow, is modest in terms of providing an adequate structure for the identification and validation of problem areas. The breadth and depth of priorities deemed realistically manageable would also control the staffing limitations.

Recommended Staffing Pattern for Department of Special Projects:

An adequate staffing allotment for this department would appear to require the fulltime equivalency of nine persons. It is probable that most of these F. T. E.'s are currently allotted in the present organizational plan in such departments and divisions as Planning and Research, Curriculum Development, Special Education and Career Education. Role definitions of the positions conceived herein would, however, require re-evaluation of the qualifications of some of these individuals for transfer into these positions, as the roles are newly defined. Nonetheless, it is probable that few additional F. T. E.'s are required.

Director of Curriculum - 1 F. T. E.

This position is most crucial to the instructional progress of the Edmonds School District. The role is one of identifying critical instructional needs and planning for the effective fulfillment of those needs. What is required is a highly qualified professional with thorough knowledge of the most promising developments in curriculum and instruction and possessing highly sophisticated leadership skills and techniques. The success of this individual will turn largely on his/her ability to work effectively and productively with staff personnel.

Instructional Program Developers - 2 F. T. E.'s

The two persons assigned to this role of program development in curriculum and instruction must be closely involved in the efforts of the Director of Curriculum. These are the "here's how we can do it" people. The work from the identified needs toward instructional change and

improvement. They must be highly knowledgeable in areas of curriculum content, aware of the availability of instructional materials and skilled in innovative techniques and procedures. These are the people who "negotiate" with members of the instructional staff in devising responses acceptable to staff as effective solutions to their expressed needs for improvement.

Media Support Technician - 1 F.T.E.

This position need not be filled by a certificated staff member. What is required is a skilled and creative technician. The burden of the position involves effective response to the needs of teachers for instructional materials. The role is a supportive one and the function is that of a facilitator. The individual must have the capacity to respond creatively and efficiently to the needs of teachers for purposeful instructional materials.

Researcher - 1 F.T.E.

The role conceived here consists of research activities into problem areas that arise during the conception and design of developmental solutions. It also constitutes a rich source of professional information concerning new knowledge and techniques emerging in education which suggest promise for enhancement of instruction in Edmonds. The function includes that of being a resident resource person capable of instructing and advising any and all professional staff personnel in the skills and procedures of conducting research activities. The position would function under the Director of Special Projects and in close coordination with the Director of Curriculum and the Program Developers.

Coordinator of Special Education - 1 F. T. E.

This position presently exists and is operational. It is a supportive role in a highly specialized component of the instructional program. Staff personnel engaged in special education instruction are assigned directly to the several schools and function under the line supervision of the building principal. However, the very unique nature of instructional programs and activities in special education require unique supportive services. Thus, the role is, at times, a consultive service to principals and staff personnel not expert in special education techniques. It is also a critical liaison role between the Edmonds School District and the State Department of Public Instruction recognizing the substantial body of unique regulations and funding provisions which create and sustain special education services.

Coordinator of Career Education - 1 F. T. E.

This position also exists and is presently operational. Comments offered immediately above in regard to the position of Coordinator of Special Education are directly applicable here.

Coordinator of Federal Programs - 1 F. T. E.

School District 15, like most school districts its size, has found it advisable and, in fact, profitable to employ a fulltime coordinator of Federal Programs. The resources provided by such a specialist allow such districts to avail themselves of substantial amounts of federal money to maintain and sustain particular programs of instruction aimed at particular needs. The function is now supervised by one of the line administrators. Under this proposed staffing pattern, this person would

function directly under the Director of Special Projects and in close coordination with the Director of Curriculum and Program Developers.

Goal Assessment and Program Evaluation - 1 F. T. E.

This position is critical to the function of quality control in the district's reason for being--the instruction of students. It involves the assembly and assessment of the district's goals and objectives for instruction as established by the Board of Directors and the line officers. It involves a monitoring process to determine and communicate the degree to which goals are achieved and, thus, quality maintained. It also involves periodic review and assessment of goals to determine their current viability and appropriateness.

A second major functional area of this position is the continuous evaluation of the efficiency and effectiveness of the district's multitude of instructional programs. The purpose is to determine, on a continuing basis, whether the several programs are, in fact, achieving what they purport to achieve and, at what cost.

This position functions directly under the supervision of the Director of Special Projects and in close coordination with the Director of Curriculum and Program Developers as well as with the coordinators of Special Education, Career Education, and Federal Programs.

Implications for Role Changes:

As stated above, this plan is submitted with two primary considerations in mind. First, it is a straight line and staff pattern in a centralized structure. Thus, it is as similar as is feasible to the present

organizational plan. Second, it can probably be implemented without significantly adding to the numbers of administrative staff personnel. This is especially true if certain current positions--such as consultants--are discontinued as contemplated here. It should however be noted that while there is little increase in numbers of persons, there are several upgraded positions and consequently, a resultant increase in cost over the present plan.

Several new positions and titles involved in this plan can be clearly identified, even though the roles of their occupants have been previously discussed. Concomitantly, certain current positions have been either deleted or modified. A discussion of these changes follows:

New Positions:

The Deputy Superintendent of Schools

This is clearly a new position at the second highest level of the administrative organization. (It is understood that such a position was maintained in former years but that it terminated upon the retirement for health reasons of the former occupant.) The position clearly requires a top-flight school administrator who would be competent to stand-in for or to replace the Superintendent on a moment's notice.

The normal duties of the Deputy Superintendent involve all of the routine, day-to-day functions of administering the school district with policies and procedures prescribed by the Board of Directors and the district's Superintendent. Thus, the Superintendent is relieved of the exigencies of crisis resolution on a day-to-day basis. It is important, the

committee feels, that the Superintendent be afforded such relief so as to better fulfill his primary obligations to the Board and community of planning and communicating.

The position outlined for the Deputy is a substantial one and will be manageable only by means of an effective team approach utilizing extremely competent persons in the six key administrative posts directly responsible to the Deputy. The Deputy represents the communications link between the Superintendent (and Board) and the six key administrators. He also performs monitoring and coordinating functions as well as participating in crisis resolution.

The Director of Special Projects

The function of this position has been previously discussed. It is one of the key administrative positions directly responsible to the Deputy Superintendent. It is also a new position, and involves coordination of a number of functions supporting the line administration of instruction. The position deals with those supportive functions that are deemed "special" due to their constantly shifting and evolving nature. It also deals with functions that require special components of expertise and liaison relationships with outside agencies.

The Line Supervisors (4)

These positions do not presently exist and four such positions are recommended--two at the elementary level and two at the secondary level. These positions are conceived as extensions of the performance capacity of the Assistant Superintendents for elementary and secondary education. The

purpose is to make those two key administrative positions manageable. The span of control and scope of responsibility of those two key line officers are unrealistic without the assistance of such supervisors.

The counterparts of these positions do not exist in the present organization. It is possible, however, that termination of the current consultant positions offsets the addition of these positions.

The Director of Curriculum

This position has been previously discussed. It is not a new position. It is a redefinition of the present position of Coordinator of Curriculum. The directorship is a stronger, leadership role which stands on its own as a primary function. The present coordinator is directly responsible to the line administrators. The new director would report to the new Deputy Superintendent.

Program Supervisors (2)

This is a new role and two such persons are recommended. The purpose of these positions is to remove the development of new and revised instructional programs from the committee rooms of teaching faculty and place such activity in the hands of specialists. Program development deserves greater priority then can be realized through the "after hours" peripheral activity of busy teachers. The counterpart for these positions does not presently exist although some of the function has been accomplished to some degree by the offices of the Assistant Superintendents for elementary and secondary education as well as through the office of the Administrative Assistant for Planning, Research and Assessment.

Researcher

The position has been previously discussed. The function has previously been combined with that of supervision of testing programs. The latter responsibility takes too much time away from the research function. The committee feels that the function of educational research in a school district the size of Edmonds deserves the priority attention of a fulltime position. If the Edmonds School District truly means to move ahead in the utilization of the best available knowledge concerning teaching and learning, then this new position is essential.

Coordinator of Federal Programs

This function is presently a function of the office of the Assistant Superintendent for secondary education. The committee feels that this position should lie in a support division rather than in a line unit. In addition, the federal programs coordinator should be close to the district's chief administrator. Federal funds should be sought to implement district policy and district programs. The committee feels that this position will easily pay for itself as well as expand the program opportunities available to children of the district.

Goal Assessment and Evaluation

This function is presently assigned to the Administrative Assistant for Planning, Research and Assessment. In the minds of committee members, this function of quality control deserves the attention of a full-time, compentent professional. The present Administrative Assistant is obviously sincerely interested in and capable of this function. But he has

too many other responsibilities. Further it would seem that he possesses capabilities for broader, general administrative responsibilities.

Positions Deleted or Modified:

Business Manager

This position has been modified in the administrative reorganization recommended herein. The scope of responsibilities has been broadened and the title changed to that of Director of Business Services. This is one of the six key administrative positions directly responsible to the Deputy Superintendent of Schools. The position encompasses all of those support services which are loosely termed "business services" or, services which do not in themselves constitute instruction. It is not an actual deletion of a position.

Administrative Assistant for Planning, Research and Assessment

This position is deleted in the proposed plan. The several functions now assigned to that position have been reassigned to other positions in the proposed plan. Generally speaking, these functions have been upgraded and expanded in their reassignment. Deletion of this position does not suggest low esteem for the position. On the contrary, the reassignment of functions verifies the high value which the committee places on those functions. They are much too important to be collectively assigned to one person.

Director of Special Services

This position has been deleted as such. A major function of the present holder of that position is one of administering special education services. That function is retained in the proposed plan under the title of

Coordinator of Special Education. Thus, there is not a numerical reduction in F. T. E. 's by the deletion of the position of Director of Special Services.

Functions Transferred in the Organizational Chart:

Media Production Staff

The media production staff is currently assigned as a peripheral component of the Office of Assistant Superintendent for elementary education. The transfer recommended herein is partly in keeping with the committee's concern to reduce the span of control of the Assistant Superintendents, and partly because of the committee's concern that the production aspects of the provision of media services are essentially "business" services. This plan therefore recommends the transfer of media production services to the Department of Business Services.

Director of Student Personnel Services

This position is transferred to the expanded and upgraded office of the Director of Personnel Services. No change in the function of this division is contemplated.

Administrator of Employee Relations

This position is transferred to the expanded and upgraded office of the Director of Personnel Services. No change in the function of this division is contemplated.

Critical Analysis of Plan I:

Any proposed plan for the administrative organization of any enterprise will have certain inherent strengths and weaknesses that can

become apparent through critical analysis. The inherent strengths and weaknesses of proposed Plan I are observed to be as follows:

Strengths:

1) The plan enhances the opportunities of the Superintendent for relationships with key line administrators by placing coordinative relationships with support administrators in the hands of his Deputy. The Superintendent thus has a less cluttered route to the operational levels of instruction and less distraction from support functions.

2) The plan as proposed is quite similar in design and operation to the present plan. Thus it can be implemented with minimal disruption or anxiety on the part of current staff personnel.

3) Communications control at the level of the Superintendent is enhanced. This is so for two reasons: (1) his span of control of operations is greatly reduced, and (2) the lines of authority and clustering of functions are significantly clarified.

4) The addition of the position of a Deputy Superintendent greatly enhances the Superintendent's delegation of authority thus increasing the Superintendent's capacity to perform those functions which are uniquely his. This is particularly true in regard to his relationships with the Board of Directors, his opportunities for effective community communication and in time available for long-range planning.

5) The various administrative tasks are more centralized and functionally related than at present.

Weaknesses:

1) Articulation of the curriculum from K-12 remains difficult. This is inherent in the elementary-secondary split in line administration.

2) The desirable objective of promoting community cohesiveness remains relatively ignored in this plan. The organizational plan does not address itself to any sort of community organization.

3) Additional program supervisors are required to reduce the intolerable span of control presently inherent in the roles of the Assistant Superintendents for elementary and secondary education.

4) Community focused communications to the several communities of which the Edmonds School District is comprised are not facilitated.

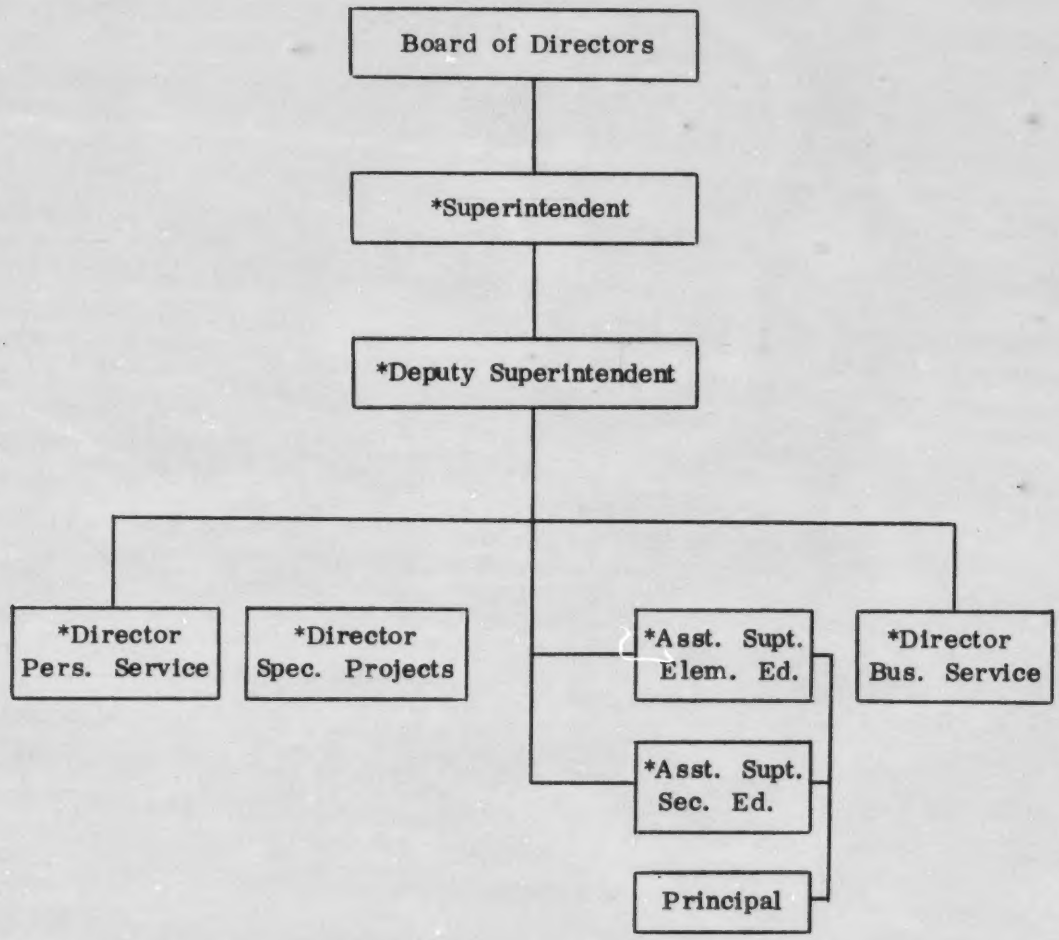
5) Public relations activities remain centralized rather than dispersed at the level of the several communities.

6) The opportunity for misinterpretation, distortion and subversion of district policy is increased by reason of the "layering" character of this plan.

7) Building principals are denied direct access to the Superintendent in the normal course of activities.

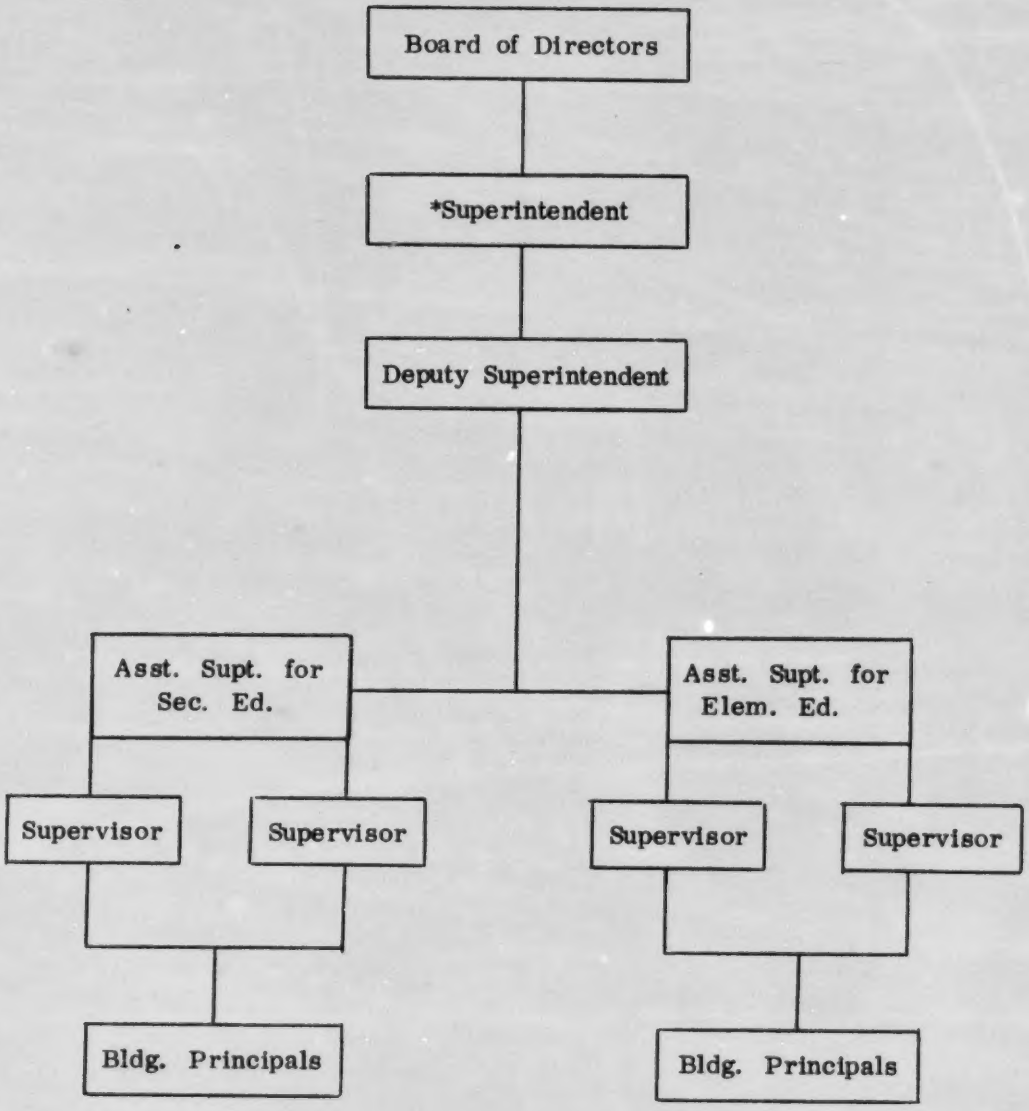
In full consideration of the apparent strengths and weaknesses of this plan, it is important to note that the success or failure of any organizational plan is more dependent upon the persons involved than on the structure itself. It takes people of good will and competence to make any plan effective.

PLAN I: ORGANIZATION CHART A

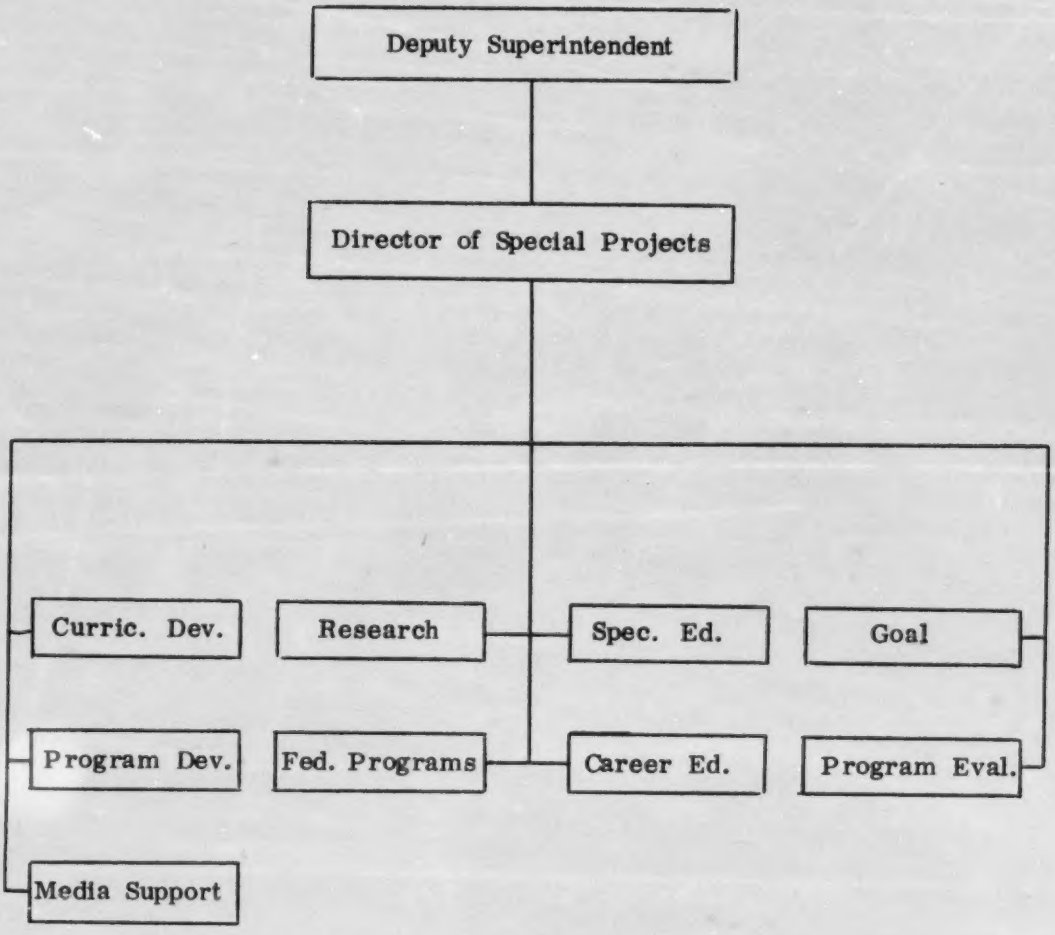


*Denote probable member of Superintendent's Cabinet

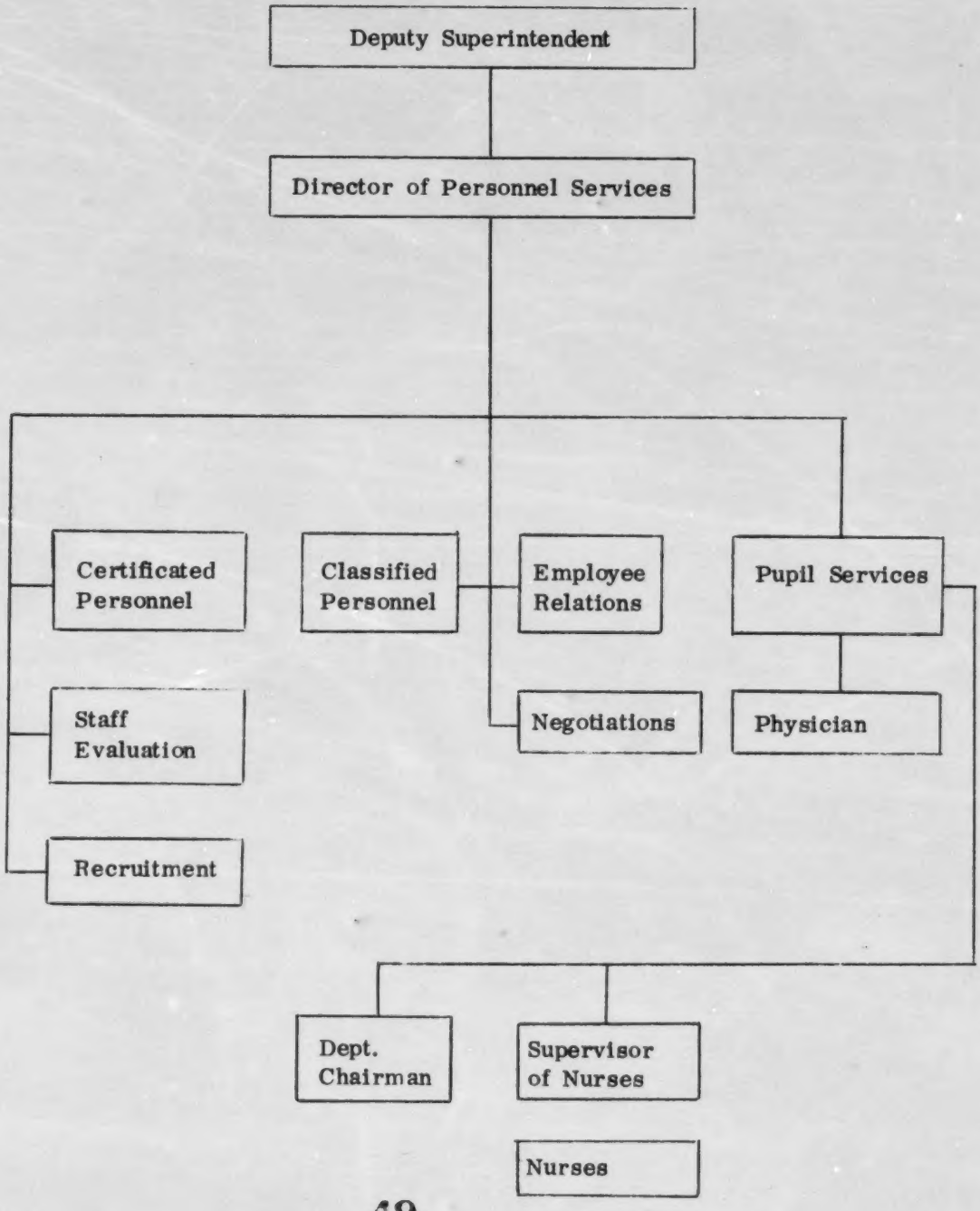
PLAN I: ORGANIZATIONAL CHART B



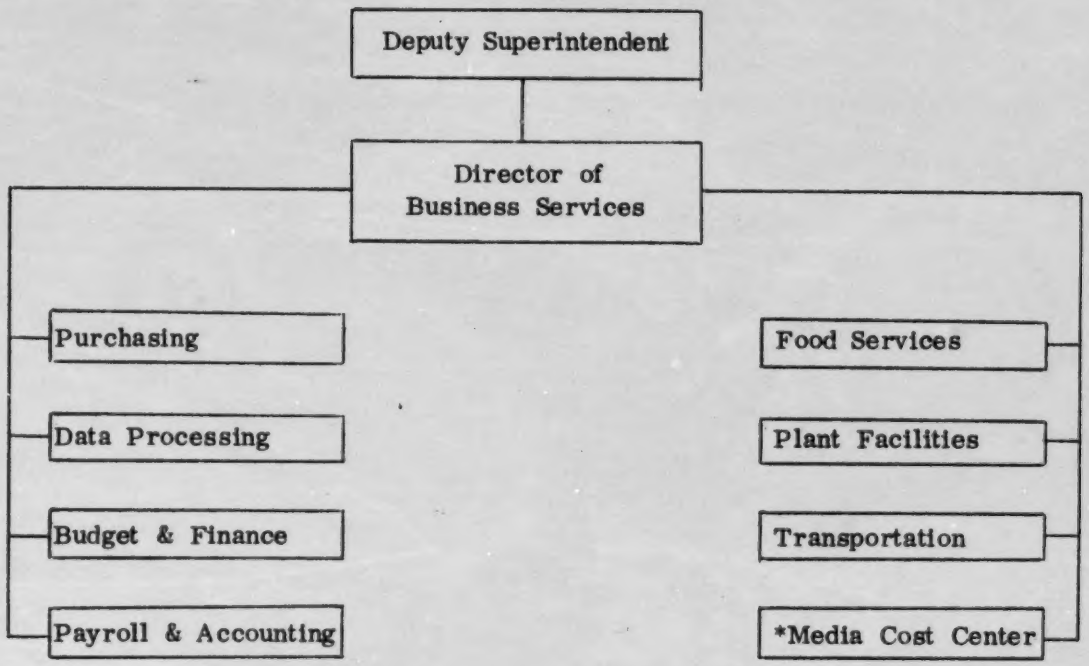
PLAN I: ORGANIZATIONAL CHART C



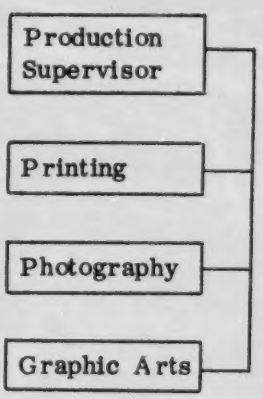
PLAN I: ORGANIZATIONAL CHART D



PLAN I: ORGANIZATIONAL CHART E



*This detail on Media Cost Center supplied because recommendation calls for Media Cost Center to be newly consolidated in office of support services.



ORGANIZATIONAL PLAN II

This is a decentralized organizational plan. It provides for the schools to be divided in K-12 administrative areas. The number of areas is optional. In a district the size of Edmonds there ought to be a minimum of three areas and, logically, there could be as many as five administrative areas. Administrative decentralization is a function of size and effective supervision and management. Decentralization is not the answer to management problems unless it appreciably improves the day-to-day management of the schools and the quality of the instructional programs offered in them. The saving of money is not one of the benefits of decentralization. Veto powers over policies or actions which are consonant with district-wide policies still reside with the central administration and the Board of Education.

The duties of an Area Administrator include the following:

1) Provide liaison between an area and the central office.

2) Represent the school and discuss school issues and problems.

3) Administer and implement the educational program within an area.

4) Work with local school personnel to identify program needs and to determine programs of learning to be offered.

5) Work with principals and teachers to evaluate professional competencies, and to secure professional services and resources.

6) Determine staff needs, screen candidates for positions on the teaching and administrative staff, obtain needed services for the school and

secure the appropriate centralized support staff to assist in problem resolutions.

7) Participate with parents and community groups in the Edmonds School District in explaining school needs, policies and procedures.

8) Reflect accurately the concerns and opinions of parent and community to the central administration.

The decentralization of authority and responsibility has several distinct advantages over the present centralized system.

1) Groups schools into smaller administrative units for sharing of resources and making decisions which respond to the diverse needs of children in these communities.

2) Provides for systematic parental and community advisory input.

3) Facilitates better articulation of K-12 curriculum.

4) Facilitates the tasks of communication and coordination of resources for all 41 schools in the Edmonds School District.

5) Places the building principal in a position of taking directions from a single source. Maximum accountability is delegated to one person.

Two features are central to the area directors' role: they are generalists, and they have general authority delegated by the Superintendent for the operations of the schools within a designated area.

Their job is to put it all together.[1] The area director assures that effective learning occurs at every school site within the area.

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[1]See the Eugene Public Schools document in the Data and Information document, p. 6.

Implications for the Plan: When a district decentralizes, there are several key questions and issues that must be resolved. These are:

1) What functions should remain centralized?

2) What are the most effective attendance areas from an administrative point of view, and what are the most effective contigious community areas?

3) Where should the Area Administrators be housed?

There are no easy solutions to any of these issues. Regardless of how the Board decides, there will always be advantages and disadvantages for each decision.

Answers to these three key questions as they apply to the Edmonds District are described below.

Centralizing all functions except supervision and management of instruction appears to be the best solution for the Edmonds District.

The development of effective administrative areas is probably best centered around a single high school, its feeder Junior High schools and their feeder elementary schools. At the same time, if it is possible logistically, it would be well to incorporate the political entity of a municipality or a cohesive community.

The housing of the Area Administrator is probably the most difficult decision of the three issues. The Area Administrator needs to be close to policy development at the central office and yet the demands on his time to be close to the area for effective identification of individual school problems is also very important. What seems to be more important than where the

administrator is housed is how he is evaluated. Five crucial elements are involved in the evaluation of an Area Administrator. These are: Does the administrator effectively interpret policy in his area? Does the administrator effectively develop and supervise the instructional programs in the area? Does the Area Administrator effectively communicate local school needs and policy applications to the central office? How effective is the Area Administrator in developing systematic community participation? How effective is the Area Administrator in bringing centralized resources to bear on the problem of the school site?

In Plan I, previously presented, extensive discussion of proposed positions and roles was offered. Certain of those concepts and applications were, in the minds of committee members, overriding in their pertinence to all of the plans to be presented. Thus in this presentation of Plan II, and in subsequent presentations of Plans III and IV, discussions of positions and roles will not be repeated except in instances where the nature or philosophy of the plan being presented entails deviation from the concepts and applications of roles and positions presented in Plan I.

In Plan II the committee is recommending three Area Administrators. This recommendation has posed several concerns in the committee's deliberations. One of these is that, for the greatest effectiveness, the Edmonds School District should be divided into five areas, which in the long run would probably pay high dividends through improved delivery systems at each school site. In addition, division into five areas would reduce the span of control for administrators so that there would be an

approximate ratio of one administrator to every six principals. However because of costs and political consideration such a plan might not be feasible or acceptable to the community.

Position	F. T. E.
Area Administrators	3.0

Superintendent and Administrative Assistant for Coordination:

In this plan there are no intervening line officers between the Superintendent of Schools and the Area Administrators. The Area Administrators replace the positions of Assistant Superintendents for elementary and secondary education as presented in Plan I. There has been added an Administrative Assistant to the Superintendent for coordination of centralized support services to be provided to the Area Administrators for the improvement of instruction and the delivery of effective management and housekeeping functions to each area. This Administrative Assistant position replaces the position of Deputy Superintendent recommended in Plan I, and would have a line relationship with the support directors but not with the Area Administrators. With the Area Directors being held accountable for management and supervision, they should have direct lines to the Superintendent without going through an Administrative Assistant.

Position	F. T. E.
Supt. of Schools	1.0
Adm. Assistant	1.0

Director, Division of Personnel:

The decentralization plan could exist with the present organization staffing plan but it is strongly urged that the Personnel Division be improved to meet a prominent need in the district. The functions of the Personnel Division listed here bring together the classified, employee relation, and the certified functions. The staffing and function of this division as recommended here is essentially the same as that recommended in Plan I, however it does not include the functions of Pupil Personnel Services as recommended in Plan I. Please note that it is recommended that staff selection be done by the immediate supervisor and not by the Personnel Division.

Position	F. T. E.
Division Director	1.0
Classified Specialist	1.0
Employee Rel. Spec.	.5
Certificated Specialist	1.0
Negotiation Specialist	.5*

*It is assumed here that the Division Director would also be partially responsible for some negotiations. In today's market an analysis should be made to ascertain the need for 2.0 F.T.E. in either the classified or certificated specialist position.

Director, Research, Development and Evaluation:

It is very important in a decentralized system that this section be a strong division. It is essential that federal and state funds be sought to

build new curriculum programs, that the district have research capabilities to provide a base for effective programs and that planning and curriculum development occurs in the district. It is just as important that effective goals be established, that needs be assessed and that effective curriculum materials and effective evaluation procedures be available to the school sites and to the Area Administrators. The staffing and functions of this division as recommended here are in large measure the same as those recommended for the Office of Director of Special Projects as presented in Plan I. Exceptions are that the Special Education programs and Career Education programs are not included here.

Position	F. T. E.
Director, RD&E	1.0
Research Specialist	.5
Planning Specialist	1.0
Goals Dev. & Assess. and Evaluation	1.0
Curr. Dev. & Pilot Projects	2.0
Staff Development	.5
Federal Program	1.0

Director, Division of Educational Service:

As with the Division of Research, Development and Evaluation, it is important that the Division of Educational Service be a strong division. The curriculum specialists available are assigned to this division and work on call to the Area Administrators. As recommended herein, this division

picks up the Special Education and Career Education programs which were assigned to the Division of Special Projects in Plan I. It also picks up the functions of Pupil Personnel Services which were assigned to the Division of Personnel Services in Plan I.

Position	F. T. E.
Dir., Div. of Ed. Svc.	1.0
Spec. Ed. Coordinator	1.0
Spec. Ed. Program Managers	6.0
Career Ed. Coordinator	1.0
Director of Nursing	1.0
Dir. Counseling and Guidance	1.0
Prof. Specialists	NA*

*As needed either as part-time employees, consultants on honoraria, fulltime employees or special assignment from certified instructors.

Critical Analysis of Plan II:

This plan, like all others, has inherent strengths and weaknesses. They are observed to be as follows.

Strengths:

1) Affords ample opportunity for exercise at the local level of the particular talents and sensitivities of building and area personnel.

2) Facilitates easy identification of potential leadership personnel.

3) Minimizes delays in decision-making at the local building level.

4) Affords more efficient utilization of the time and abilities of

local building personnel.

5) Suggests improvement in the quality of decision-making.

6) Promises reduction of paper work unless bureaucratic procedures procedures are invoked, in which case, paper work could be increased.

7) Facilitates community involvement in task force activities at each school site.

8) Provides for effective curriculum articulation, K-12, within each administrative area.

9) Clarifies and streamlines line and staff relationships.

10) Provides more logical and simplified organization of functions.

11) Stimulates creative thinking at the point of delivery of instructions services.

12) Offers diversity in decision-making across the three administrative areas.

Weaknesses:

1) Creates lack of uniformity in activities and functions and possible inconsistencies in administration across the three areas.

2) Area modules might become isolated from and ignore or reject district-level direction and/or coordination.

3) Lack of coordination of district philosophy could result in resurgence of domination by the Superintendent's cabinet.

4) Area Administrators may encroach upon central office policy prerogatives.

5) Tends to inhibit and discourage the formation and operation of

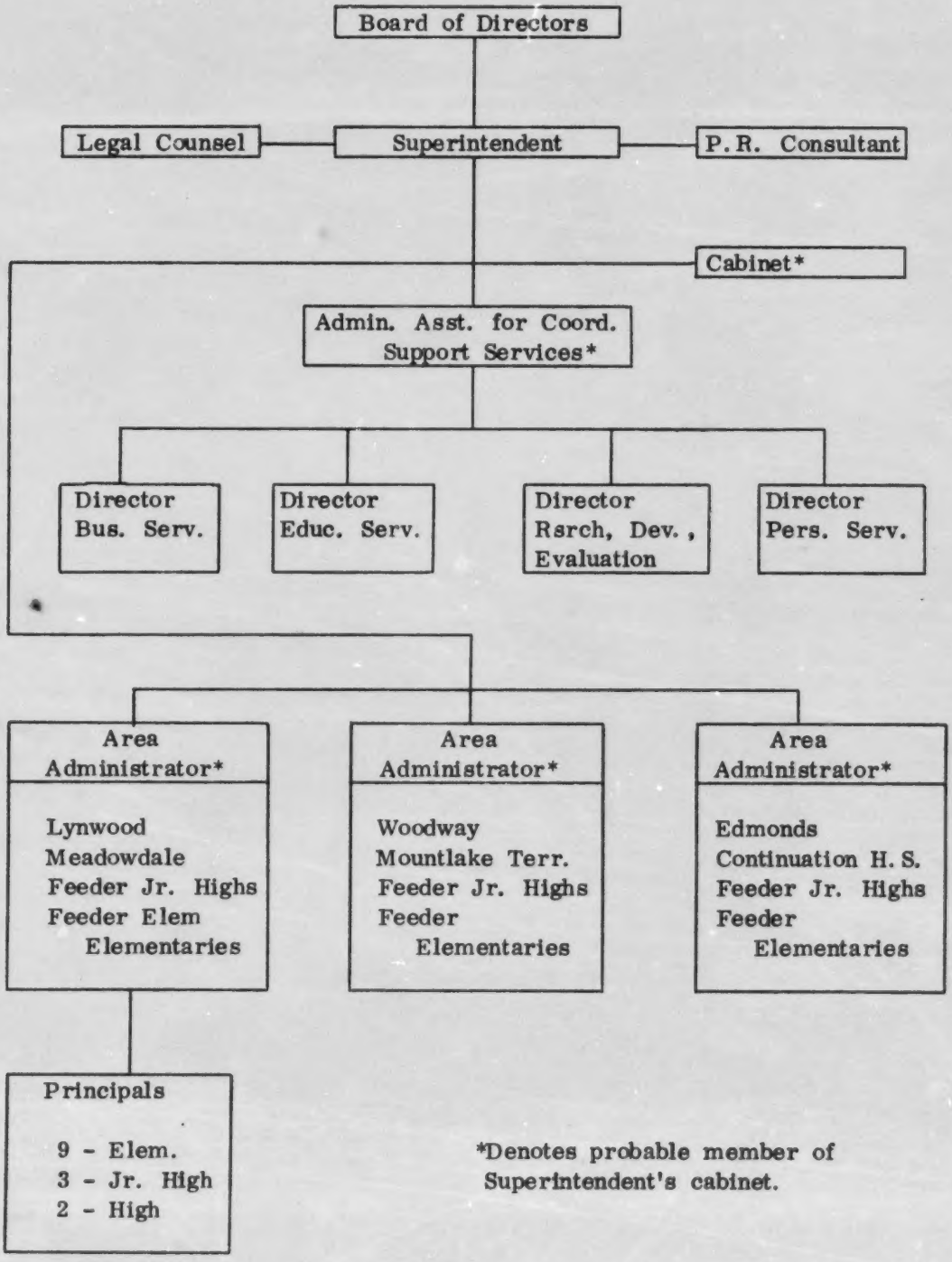
district-wide task forces.

6) Failure to grasp the essential ingredients of conceptual initiative and localized decision-making could render the decentralized operation nothing more than an illusion.

In conclusion:

The committee members feel that the unique, pluralistic community characteristics of the Edmonds School District suggest some sort of decentralized plan for administration. Decentralization would seem to be particularly pertinent to the line functions (or delivery system) of the district's total operation. Again, the competence and good will of the people who man the system will, in the end, determine the success of any plan--centralized or decentralized. We believe, however that effective responsiveness (to community needs) in a district so diverse as the Edmonds District would be greatly enhanced by a decentralized delivery system.

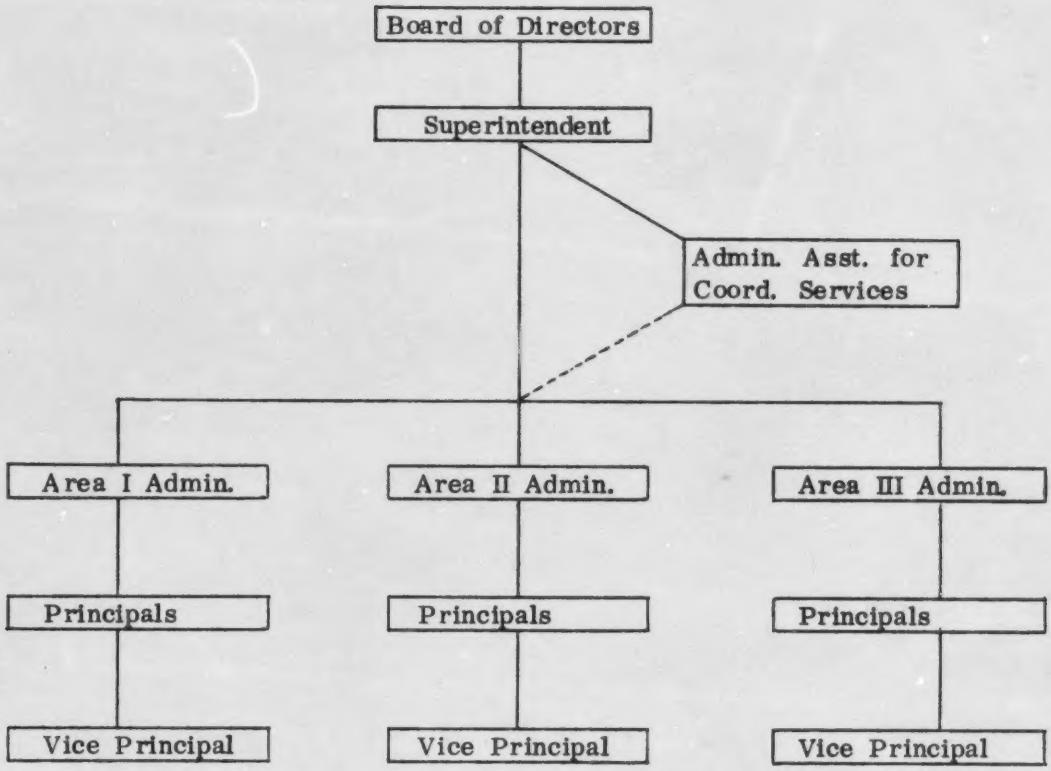
PLAN II: ORGANIZATIONAL CHART A



*Denotes probable member of Superintendent's cabinet.

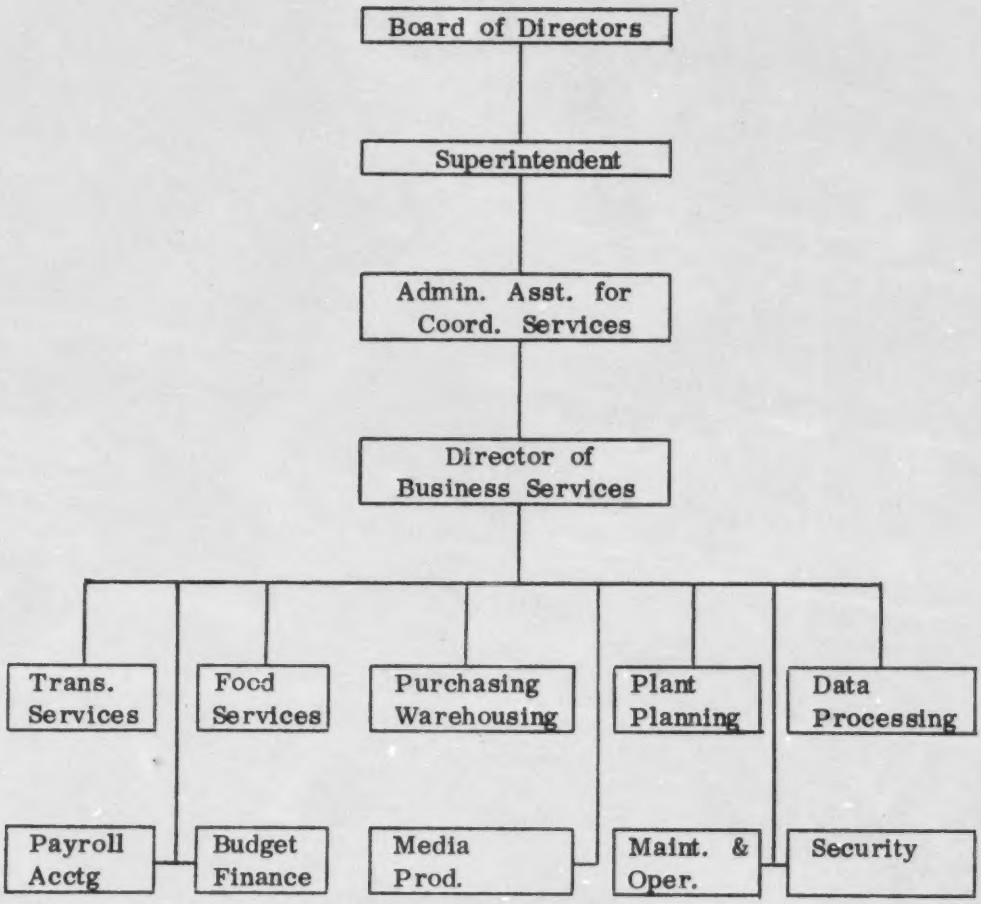
PLAN II: ORGANIZATIONAL CHART B

Line Relationships



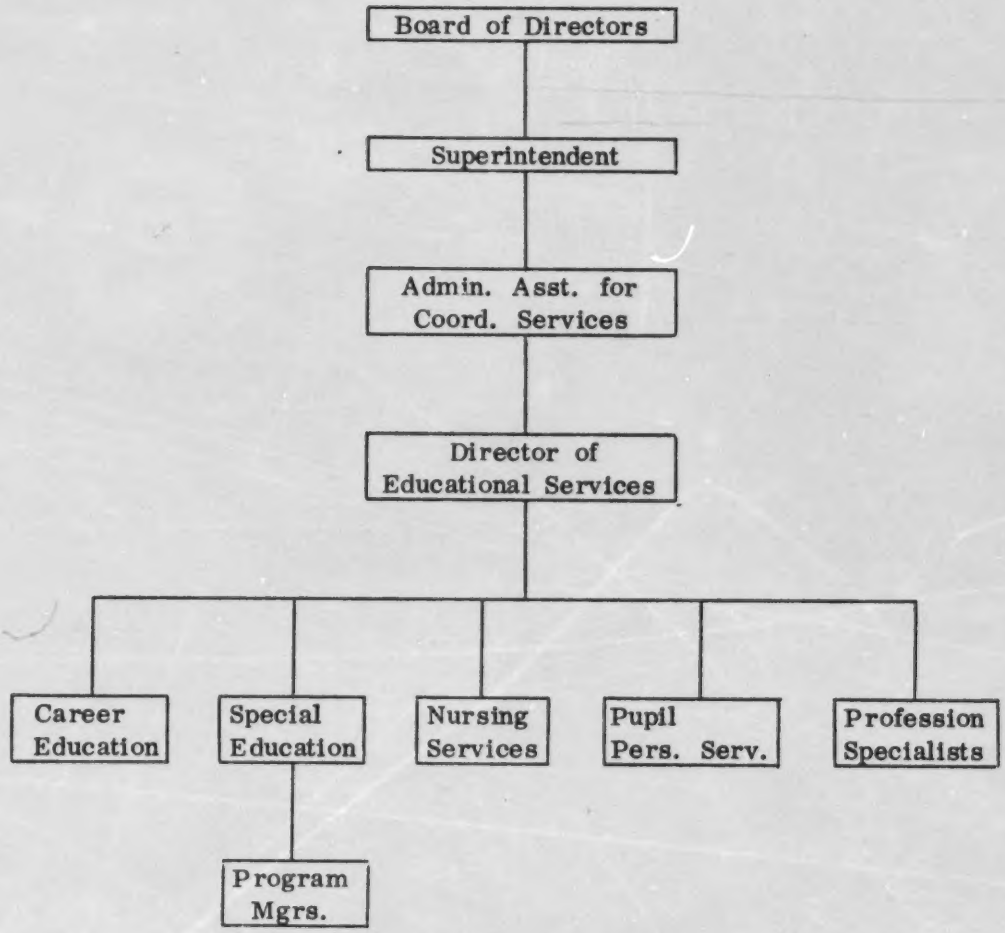
PLAN II: ORGANIZATIONAL CHART C

Business Services



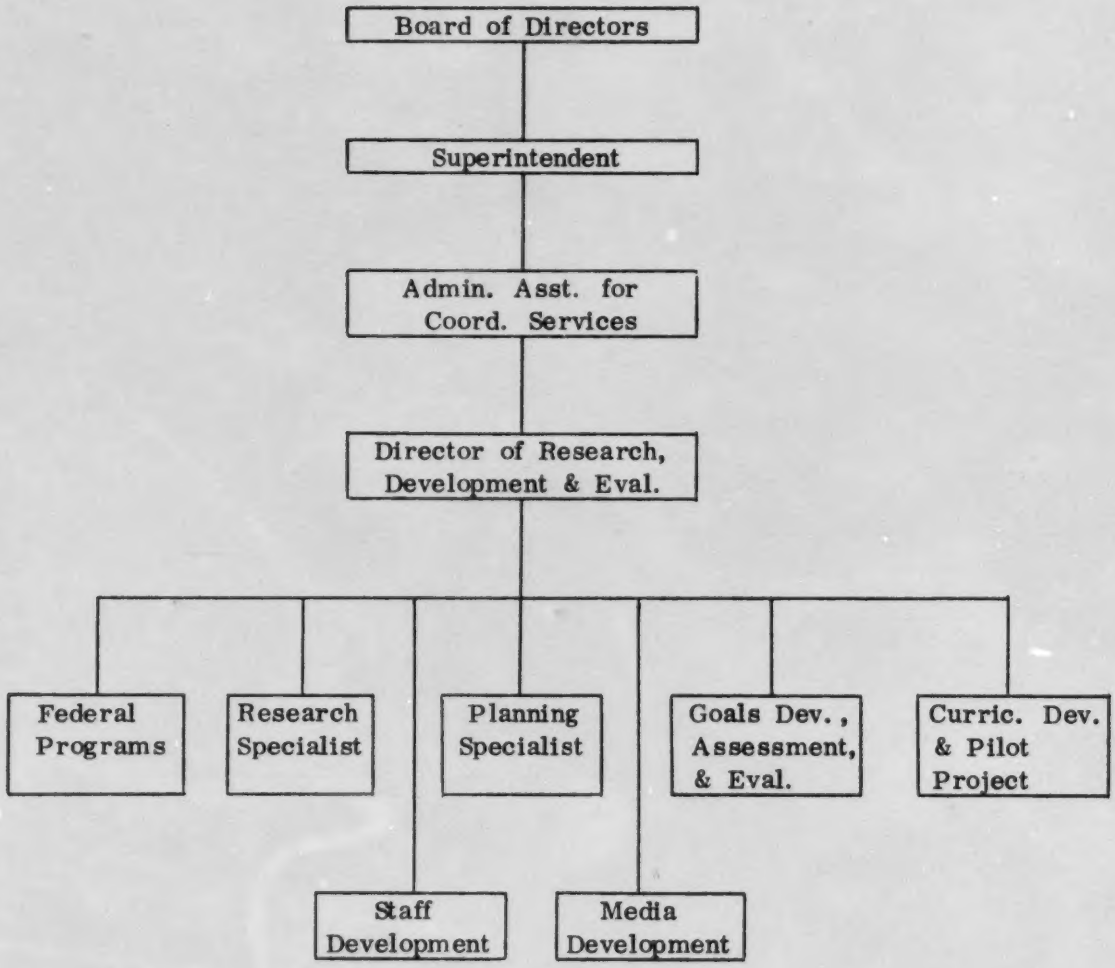
PLAN II: ORGANIZATIONAL CHART D

Educational Services



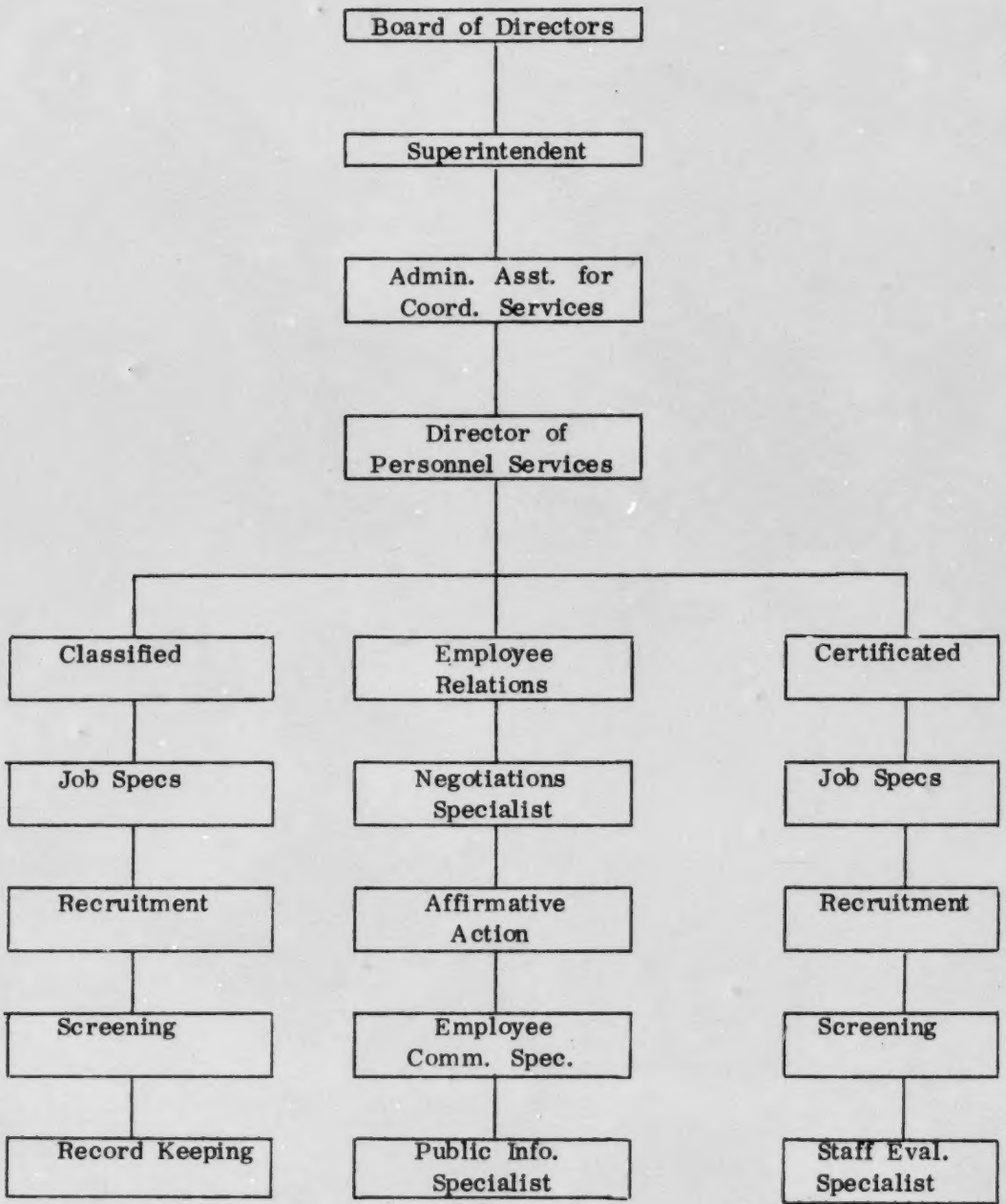
PLAN II: ORGANIZATIONAL CHART E

Research, Development and Evaluation



PLAN II: ORGANIZATIONAL CHART F

Personnel Services



ORGANIZATIONAL PLAN III

This plan incorporates elements of organization and management which are the greatest departure from the present organization. The plan employs elements of both centralization and decentralization concepts. It addresses two apparent needs in the emerging dilemma of America's community schools: (1) the need to provide more vigorous leadership for teaching and learning at the building level and (2) the need for more effective involvement of students and parents at the point of delivery of instructional programs and services.

District Level Concepts

Reduction of Vertical Distance: Plan III features a structure which brings the area delivery system component into direct line responsibility to the Superintendent of Schools. Thus the vertical distance between the focal point of district policy development (the Superintendent of Schools) and the point of delivery of programs and services is vastly reduced. There is only one intervening level of translation--the level of the Area Administrator. There should be little loss of either accuracy or of import due to deterioration in transmission from either direction.

Decentralization of Line Function: Another feature of this plan is its decentralization of the line function of instructional decision-making, combined with the rather comprehensive centralization of support functions at the district level. Decentralization of the line function of decision-making is possible without fear of significant misapplication or distortion of district

policy by reason of elimination of the vertical distance in communication. The centralization of support services at a point quite apart from the several area loci of line decision-making poses some threat of communication barriers however.

The Superintendent of Schools under Plan III would need to be constantly mindful of his responsibility to facilitate free and open communication between and among the four Area Administrators and the top Administrators of the three clusters of support services. This group of seven key administrators would constitute the Superintendent's Cabinet which would have the potential to provide a strong vehicle for effective communication.

Location of Area Administrators: As noted previously in the presentation of Plan II, one of the critical issues in decentralization is the question of where the Area Administrators should be housed--either individually out in the community area of responsibility, or all together at the central office. The critical issue is whether direct communication is more crucial between the Area Administrator and the building personnel responsible to him, or whether the crucial point of communication is between the Area Administrator and the Superintendent and Administrators of clusters of support services. In traditional administrative organizations, communications to and from the building level is believed to have suffered. Plan II might turn that dilemma around if Area Administrators were housed in the communities of their respective responsibilities.

A Variation of Basic Plan: The committee has considered--but not proposed--one variation on Plan III as herein presented. This variation would be to have five Area Administrators (instead of four) and to reorganize the support services into five clusters with the five key administrators doubling as an Area Administrator and as top Administrator of a cluster of support services. This should provide effective relationships between line functions and support functions because of the interdependence of Area Administrators upon each other for the effective administration of support services. Another possible advantage might be the reduction to only five key administrators instead of seven as proposed under the basic Plan III. A serious concern would be the feasibility of the span of control posed when an Area Administrator doubles as an administrator of support services.

Facilitation of Creative Diversity: One of the objectives of decentralization of the line function is to encourage and support the conception, design and implementation of creative solutions to educational problems at the area and even the building levels. This objective assures a considerable measure of diversity of educational programs and procedures between and among the several schools and areas. Such diversity would arise from the unique needs and concerns of the several school communities and also as a result of the specific talents and emphases of instructional personnel at each of the several school sites. Again, the Superintendent would need to assume a major leadership role in communicating with and among the Area Administrators to assure that the diversity created would not encroach

upon district policy-making or violate the thrust of district policy. Creative and stimulating diversity cannot be permitted to revert to chaos.

Centralization Versus Decentralization: Much discussion has ensued during the course of the committee's deliberations about the merits of centralization versus decentralization of functions. Plan III presented here depicts what might be called the committee's split personality on the subject. Reduced to its simplest form, the conclusion of the committee is that those functions whose cost and effectiveness can be enhanced through centralization should be centralized. Those functions whose effectiveness would be enhanced by decentralization should be decentralized--especially in those instances where the function is critical to the purpose of the enterprise. In such instances, costs measured in dollars must be weighed against cost measured in performance loss.

From this basic premise, the committee concluded that support services can be centralized without critical loss in effectiveness and that costs can thereby be significantly reduced. On the other hand, it was concluded that any monetary cost-benefits which might be derived from the centralization of the line function of delivery of instructional programs and services would be achieved at too great a cost in loss of effectiveness in programs and services. Indeed, it was noted on many occasions that the growth phenomenon of "bigness" which has captured and overwhelmed the Edmonds School District, together with the pluralistic nature of community development, have rendered the concept of centralized line function all but unworkable in terms of effectiveness. Effectiveness in this context is

measured in terms of capacity for discernable response to community needs and of the time frame required for decision-making at the point of delivery--the local school site.

The resulting application of such conclusions about the relative merits of centralization versus decentralization are embodied in Plan III as presented herein.

Building Level Concepts

A second major difference in this plan is the treatment of building administration at the school site. The concepts of the district level dual administration can be used in either Plan II or III. There is not necessarily a relationship between how the building is organized and how the central administration is organized. The building level administrative concepts in Plan III can be used in any of the plans--but only through cautious piloting of such a system. Two overriding concepts in consideration of a proper delivery system are addressed by Plan III. One is community participation and, as a result, responsiveness to community concerns. A second overriding concept is that within the bounds of established district policy, instructional decision-making should occur at the closest possible level to the point of delivery and within a time frame that affords almost immediate response.

Building Level Management Team: A concept of Plan III that is certain to be startling at first blush concerns elimination of the role of the building principal--at least in the terms which now characterize that role. There is much dialogue abroad in the land vis-à-vis the critical

need for competent and unfettered instructional leadership at the building level--the point of impact of the delivery system. There seems to be some feeling that the role of the building Principal as an instructional leader should be enhanced or an alternative method for school leadership could be proposed and tested. Discretion and candor would seem to suggest that we at least give high priority to building effective administrative leadership component of school building operation.

Bridging the Adversary Moat: A number of developments and eventualities have emerged which, in their inter-reactive impact, have created a considerable measure of friction and confrontation between classroom teachers and administrators. The building Principal, once evolved from the role of head teacher, and once respected as a master teacher, now finds himself outside in conflicting roles between policy and instructional leadership. A treatise exploring the developments and eventualities which have nurtured the aforementioned friction and confrontation could be developed here but such a digression does not seem purposeful. Suffice it to say that there is a crisis today in the matter of the role of instructional leadership at the school building level.

The committee is not posing herein as an all-seeing, omnipotent body with incontrovertible solutions to this dilemma. The committee has, however, addressed itself to the problem. Further the committee feels that perhaps its greatest contribution is to validate the existence of the problem and underscore the fact that it is not going to go away merely

because its recognition is repulsive and solutions are not apparent. Some creative approaches aimed at redress of grievances should be undertaken.

A new role which, for want of a better title, is herein referred to as the Executive Secretary of the school is offered for consideration. The title itself suggests the nature of the role. The individual would be charged with the housekeeping tasks of building management: budget control and accounting, scheduling, office management, coordination of support services, building maintenance, space utilization, etc. The individual (as the title suggests) would not be a primary decision-maker but, rather, a facilitator or, coordinator, following through and implementing procedural decisions of a building management team. The role would include a primary function of liaison--communication--between and among the several units and levels of the delivery system.

Another role might be termed that of Chairman of the Department of Curriculum and Instruction within the building unit. The primary function of instructional leadership would reside in this role. The full attention and energies of this person, unfettered by housekeeping chores, could be focused on program development, implementation and assessment as well as upon staff evaluation and staff development. The individual would, of necessity, have to attain status as a member of the instructional staff. This person would be assisted by released time departmental or grade-level chairmen.

A third role would be one which might be called head counselor. As an alternative the role might be titled, Coordinator for Pupil Personnel.

The functions would include guidance and counseling--expanded from traditional scope at the elementary level--attendance and discipline. In the elementary schools, this role would probably also include the coordination of student activity programs.

A fourth role pertaining to the secondary schools, would be that of Student Activities Coordinator. This is a familiar role in secondary schools as they have functioned over the last decade.

Instructional Decision-Making Vesting in the Building Level Management Team: The approach to building level management hereby proposed is one of attempting to emphasize cooperative, coordinative, and supportive endeavor in a team construct as an alternative to the traditional, top-down authoritative model. It would be hoped that leadership behavior would pop-up from here, there and all over within the building unit as a result of a completely open-end common approach to all manner of problems as they arise. It would especially be anticipated that more effective selection, deployment, and utilization of specialist personnel would result from such building level decision-making arising out of specific needs. It would be anticipated that significant numbers of teacher personnel would be performing part-time in a classroom setting and part-time in various leadership and coordinative roles thus eliminating the present dichotomy between such roles.

Community Involvement in a Localized Decision-Making Structure

As stated earlier, large school districts are finding it more and more difficult to be responsive to specific instructional needs of specific

communities. This constitutes a near-fatal breakdown in the concept of the neighborhood school.

The labyrinth of administrative channels in the traditional, centralized organization of large school districts nearly totally forbids an acceptable measure of sensitivity and/or satisfactory responsiveness. Parents are generally interested in "my child's school" or that cluster of elementary, junior high and senior highs which "my child" does or will attend. The rest of "the district organization, planning, crises, etc. can be hanged for all I care." It is too remote to relate to in any purposeful way.

An organizational structure which permits instructional decision-making at the point of delivery almost automatically provides for community involvement, meaningful communication, and effective responsiveness. When restrictive bureaucracy is removed and the option of passing the buck is eliminated, solutions must be developed at the point of concern.

Curtailment of Administrative Overhead

Finally, it is predicted that Plan III would result in a reduction of the cost of administrative overhead. The number and professional level of positions in the clusters of support services are essentially the same as in the other plans herein proposed. In the line function, however, the number of designated, full-time administrative positions is reduced. This is so by virture of the fact that many instructional leadership functions would be assumed, on a part-time basis by teacher personnel. The result, of course, will be a need for more F.T.E.'s in teacher-leadership roles.

Thus, it is not predicted or claimed that there will be any overall reduction of the cost of total district staffing.

Since many public persons today are concerned about the ratio of district funds allocated to "administration" versus funds allocated to teaching, it is felt that a shift in that ratio which reduces the percentage going to administration is desirable. It may also be desirable to reduce the circle and numerical magnitude of that coterie of "high salaried employees referred to as administrators"--often not in flattering terms or in expressions of confidence in the school district's management performance.

Critical Analysis and Conclusion Concerning Plan III

Strengths and Weaknesses: The strengths and weaknesses of Plan III are essentially the same as those for Plan II which is also a decentralized plan insofar as the line function of delivery of instructional programs and services is concerned. Certain deviations have been pointed out in this discussion of Plan III. The principal advantages of this plan are the reduction of vertical distance in decision-making communication and the effort to ameliorate the conflict between "administration" and "teachers" at the building level of instructional decision-making.

Strengths of dual function as line/staff for major administrators:

1. There is better understanding of policy and field related problems as a result of being in both positions.

2. Understanding of district-wide problems is improved as opposed area provincialism.

Weaknesses of dual function as line/staff for major administrators:

1. It is difficult to change "hats" from staff to line functions.
2. A "good" line administrator is not necessarily a "good" staff person.
3. It is difficult to build two sets of competencies in a single administrator.

Strengths of team leadership at building level:

1. Understanding of district policy and procedures could be improved at the building level.
2. The decision-making role of the teaching staff is enhanced.
3. New programs are more readily accepted by the teaching staff.

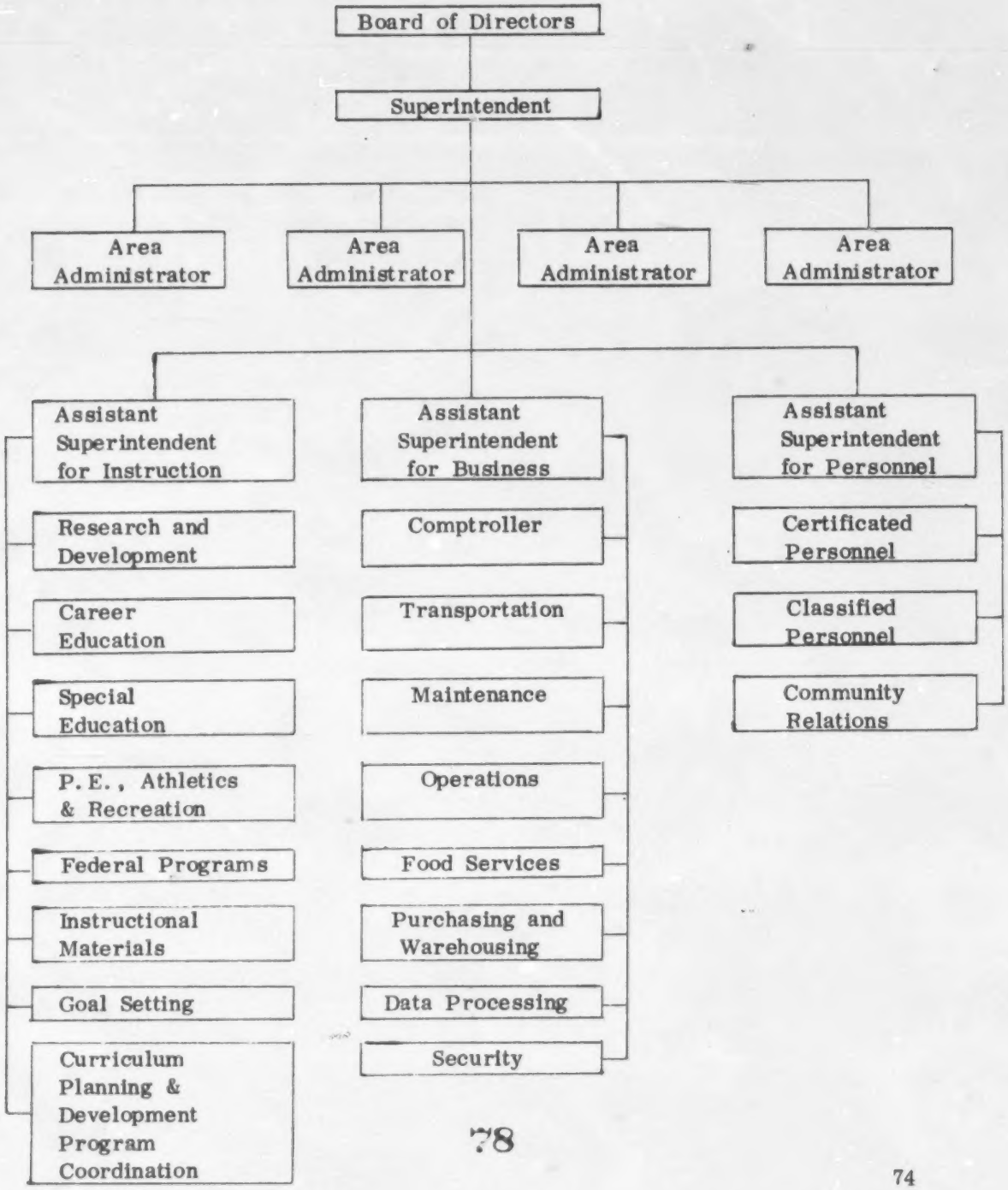
Weaknesses of team leadership at building level:

1. A school could tend to be a separate island unto itself.
2. There are already administrative leadership teams in building that are trained for effective leadership, i.e., principal and vice-principal.
3. Accountability is not feasible in this type of setting.
4. Staff team meetings are likely to be ponderous and time-consuming.
5. Few effective precedents exist for this type of school organization.

In Conclusion: It is urged that Board Members, Administrators, and others of the Edmonds School District personnel take a perceptive look at Plan III and give serious consideration to the concepts involved. If the Plan, in toto, is deemed not feasible (or adequately developed) at this point in time, certain concepts may be deemed worthy of adaptation into one of the other plans. Critical issues on the contemporary scene of educational furor are addressed herein. Such efforts are truly worthy of consideration.

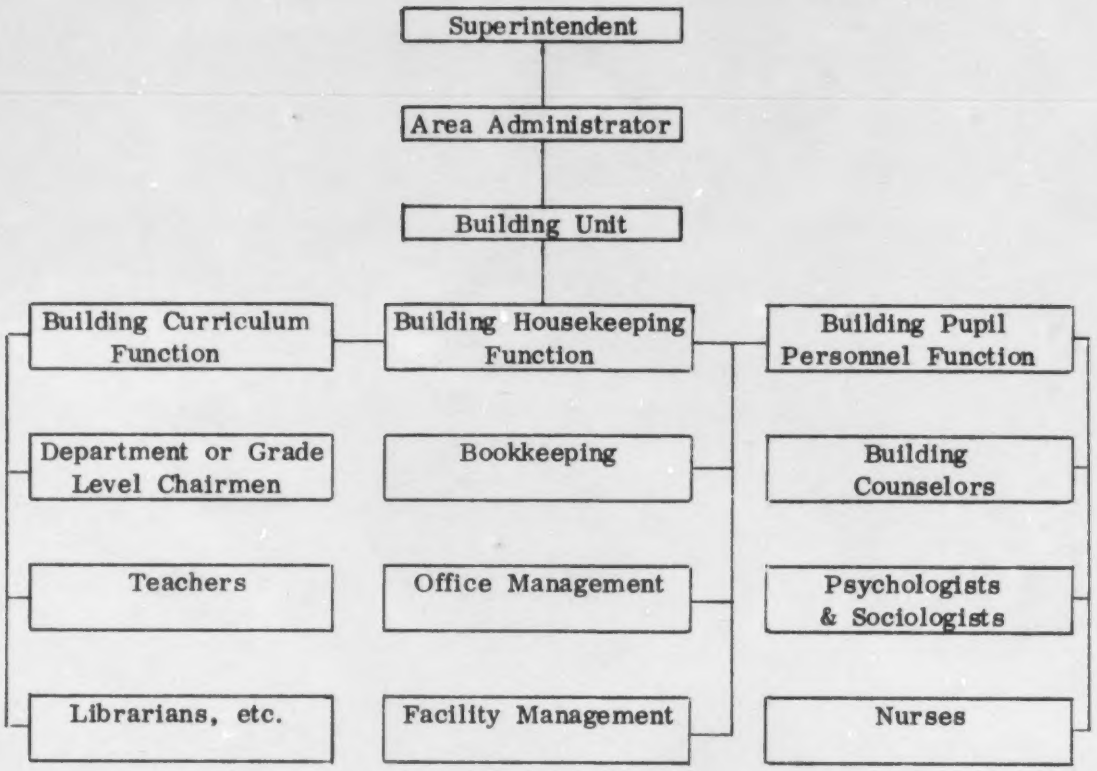
PLAN III: ORGANIZATIONAL CHART A

District Organization



PLAN III: ORGANIZATIONAL CHART B

Building Unit Organization



Unit Composition of Area:

1 High School
1 or 2 Jr. High Schools
5 or more Elementary Schools

Building Level Staffing:

High Schools	Junior High Schools	Elementary Schools
Executive Secretary, or Building Manager	Executive Secretary, or Building Manager	Executive Secretary, or Building Manager
Curriculum Department Chairman	Curriculum Department Chairman	Grade Level Curriculum Chairmen:
Head Guidance Counselor	Head Guidance Counselor	Primary, K-2
Attendance, Discipline	Attendance, Discipline	Intermediate, 3-4
etc.	etc.	Upper, 5-6

ORGANIZATIONAL PLAN IV

This is a centralized plan that concentrates in three divisions; line administration, a Division of Administrative Services, and a Division of Instruction. This organizational structure is taken from the "Public Education Management Survey" for the State of Washington as the recommended structure for ogranization of school districts.[1]

All supportive services with the exception of an instructional division are carried out by an administrative staff within a single division. The strengths of this type of an organization according to the survey are as follows:

1. Elevates the role of the Principal to a direct reporting relationship with the District Superintendent and provides for Deputy Superintendents in the case of larger districts to reduce the span of control.
2. Increases efficiency.
3. Eliminates overlapping authority and responsibility.
4. Increases decision-making in line positions.

In a district the size of Edmonds, it would be impossible to have 41 Principals reporting directly to the Superintendent of Schools. Thus, it becomes essential to look at the addition of Deputy Superintendents to provide effective line supervision and management.

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[1] Public Education Management Survey. May 1975, page 10.

A Deputy Superintendent's function by definition is to act in place of the Superintendent of Schools through appropriate delegation of authority. The basic difference between the Area Administrators in Plan II and the Deputy Superintendents in this plan is the location of the Deputy Superintendents in the district office. Decentralization is not a major factor. It improves the chances of utilizing ad hoc task forces of the Deputy Superintendents to deal with priority issues and problems.

Deputy Superintendents: 4 F.T.E.

In a centralized organization of this type there is a question of the appropriate number of school sites that one person can effectively supervise. The answer depends on the job or duties of a Deputy Superintendent in a line position. The Deputy Superintendent must:

1. Understand the education issues and problems in every school that he supervises. These are educational, sociological, and psychological issues and problems.

2. Understand and know the clients he serves--parents, students, teaching staff, and the building Principals in each school and their needs.

3. Negotiate and manage effectively the development of the management by objectives program for each building Principal and evaluate and assist the Principal in successsfully achieving those objectives.

4. Be able to bring to bear the resources of the district in improving the delivery system for quality education at each school site.

5. Be able to interpret policy and procedures to the Principals and the community and reflect accurately the needs of each school site and their clientele.

6. Be able to establish mechanisms for articulating curriculum K-12 in several schools the Deputy is responsible for.

7. Be able to act in the place of the Superintendent.

Given the above tasks that should be performed, it is recommended that at least four Deputy Superintendents are needed to achieve the line functions of supervision effectively.

The recommended ratio by teachers to Deputy and Assistant Superintendents is presented in Table 3, page 22. The rationale for an effective supervisory span of control is provided by Criterion 5, page 16. The recommendation here provides four Deputy and two Assistant Superintendents.

In 1974-75 there were 1302 certificated employees in the District. The AASA recommendation is one major administrator for each 250 certificated employee, which would result in 5.2 administrators at the cabinet level. Given 41 schools and the attendent span of control problem for the line function in the district, it appears crucial there be at least a minimum of four Deputies for supervision of the line functions if quality education is to be maintained in the District. Effective line supervision is essential and of the highest priority in a school district. For effective functioning in a district, support services also must be efficient and effective.

Assistant Superintendent for Instruction: 1.0 F. T. E.

The responsibility of this position is to manage the Division and provide effective services through coordination with the line function, evaluate the educational programs, provide effective staff and administrative evaluation procedures and instruments to the line administrators, develop and pilot test new educational programs for the schools, assess the goals

and objectives of the District, provide additional funds to supplement state and local funds, and provide technical advisory and coordinating educational services to the line function.

Division of Instruction

There are three basic components in the Division; curriculum services, planning services, and special services.

Curriculum Services has four F.T.E.'s as a minimum staffing pattern. These are:

Position	F.T.E.
Curriculum Services Director	1.0
Program Evaluation Specialist	1.0
Staff Evaluation Specialist	1.0
Program Development Specialist	1.0
	4.0

The purpose of this component is to provide basic services necessary for effective evaluation and new or improved programs. We would anticipate that this is only a core staffing and that part-time consultants could be provided from time to time on a priority need basis.

In the Planning Services component there are also four F.T.E.:

Position	F.T.E.
Planning Services Director	1.0
Federal Programs Coordinator	1.0
Research Specialist	1.0
Assessment Specialist	1.0

The function of this component is to achieve the planning necessary in a district of this size. It should provide all the essential staff necessary in setting district goals and objectives, measuring the extent to which they

are met, develop alternative affirmative action plans, seek funds for federal programs, and provide a research base for development of policies and procedures.

The third component in this Division is the Special Services component. It should be understood that much of this Division exists on categorical funding and will shift from year to year as priorities change at state and federal levels. This component provides specialized assistance to the schools. The staffing of this component is as follows:

Position	F.T.E.
Special Services Director	1.0
Special Education Coordinator	1.0
Special Education Consultant	5.0
Vocational and Career Education Coordinator	1.0
Physical Education & Athletic Director	1.0
Consultant Services	(as needed by specialization)

The function of this component is to provide to the district and the school sites the specialized services needed to supplement competencies not available otherwise within the district.

Assistant Superintendent for Administration: 1 F.T.E.

Reports directly to the Superintendent and is responsible for coordination and management of the Division of Administration.

Division of Administration

There are four components in the Division: maintenance and operation of grounds and buildings; transportation of students; personnel services; and business management. The major functions are to provide adequate housing; effective transportation; recruit, screen, and maintain adequate

records of all personnel; account for financial and budgetary transactions; and provide other housekeeping functions of food service, data processing, duplication and printing.

The staffing by components of major positions are as follows:

Position	F. T. E.
Maintenance and Operations:	
Maintenance and Operations Director	1.0
Food Services Coordinator	1.0
Plant Facilities Coordinator	1.0
	3.0
Transportation:	
Transportation Director	1.0
Personnel:	
Personnel Director	1.0
Certified Coordinator	1.0
Classified Coordinator	1.0
	3.0
Business Management:	
Business Management Director	1.0
Budget and Finance Coordinator	1.0
Payroll and Accounting Coordinator	1.0
Media Production Supervisor	1.0
Purchasing Agent	1.0
	5.0

Major Administrative Positions

Changes from present organization.

Position Eliminated (6)

Business Manager
Administrative Assistant - Planning
Administrative Assistant - Employee Relations
Assistant Superintendent of Secondary Education

Assistant Superintendent of Elementary Education
Director of Special Services

Positions Added

Deputy Superintendents (4)
Assistant Superintendent for Instruction
Assistant Superintendent for Administration

There are considerable shifts at the middle management level. In the Instructional Division there are three Director positions and in the Support Division there are four Director positions. These can be correlated to several other position classifications in the present structure but by clustering into components, they take on new emphasis and responsibilities.

Strengths and Weaknesses of Plan IV

Strengths:

1. Improves Superintendent's span of control in the Support Divisions.
2. Increases potential for team administration.
3. Has many of the advantages of an area form of organization through centralizing of the line officers.
4. Improves articulation of Support Services to the Board and the school sites.
5. Provides adequate line supervision of Principals and school site delivery systems.
6. Improves accountability by providing specific responsibilities.
7. Provides for increased efficiency of Principals.
8. Makes possible effective delegation of authority.

Weaknesses:

1. Too many administrators report directly to the Superintendent.
2. Staff members in the Instruction Support Division may not be able to interact effectively with this many Deputy Superintendents.

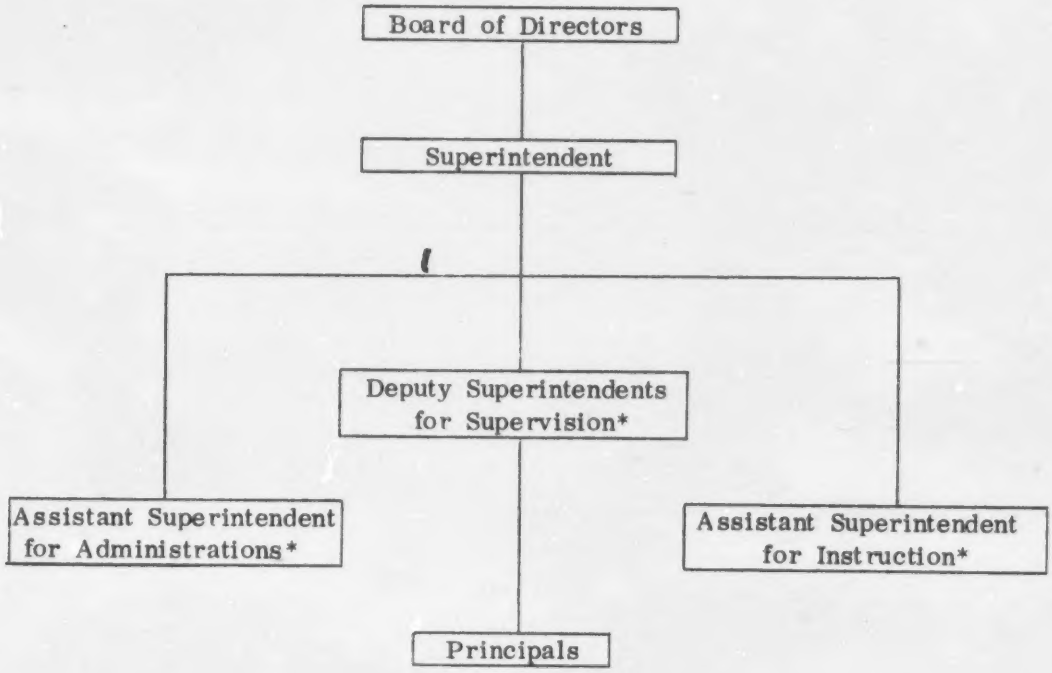
3. The use of two Support Divisions tends to layer in additional mid-management personnel because of the need for components within each Division.

4. Coordination and priority setting is difficult for the Assistant Superintendents to achieve.

There is another issue inherent in this plan that should be considered: Are two Support Divisions feasible in a district as large as District 15? This plan would be very appropriate in districts probably up to 10,000 students, but might not be effective in larger school districts. It might be worthwhile to consider alternative support units rather than the two proposed in the state survey. It may be feasible to eliminate some of the component directors by reclustering the support elements in a different manner.

PLAN IV: ORGANIZATIONAL CHART A

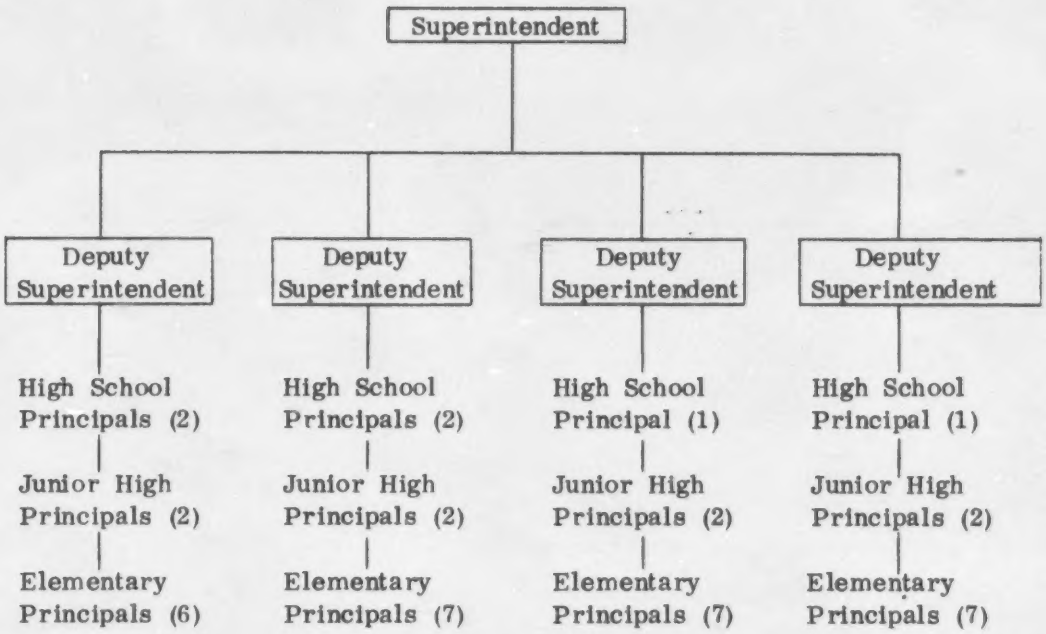
Major Structure



*Potential Cabinet Members

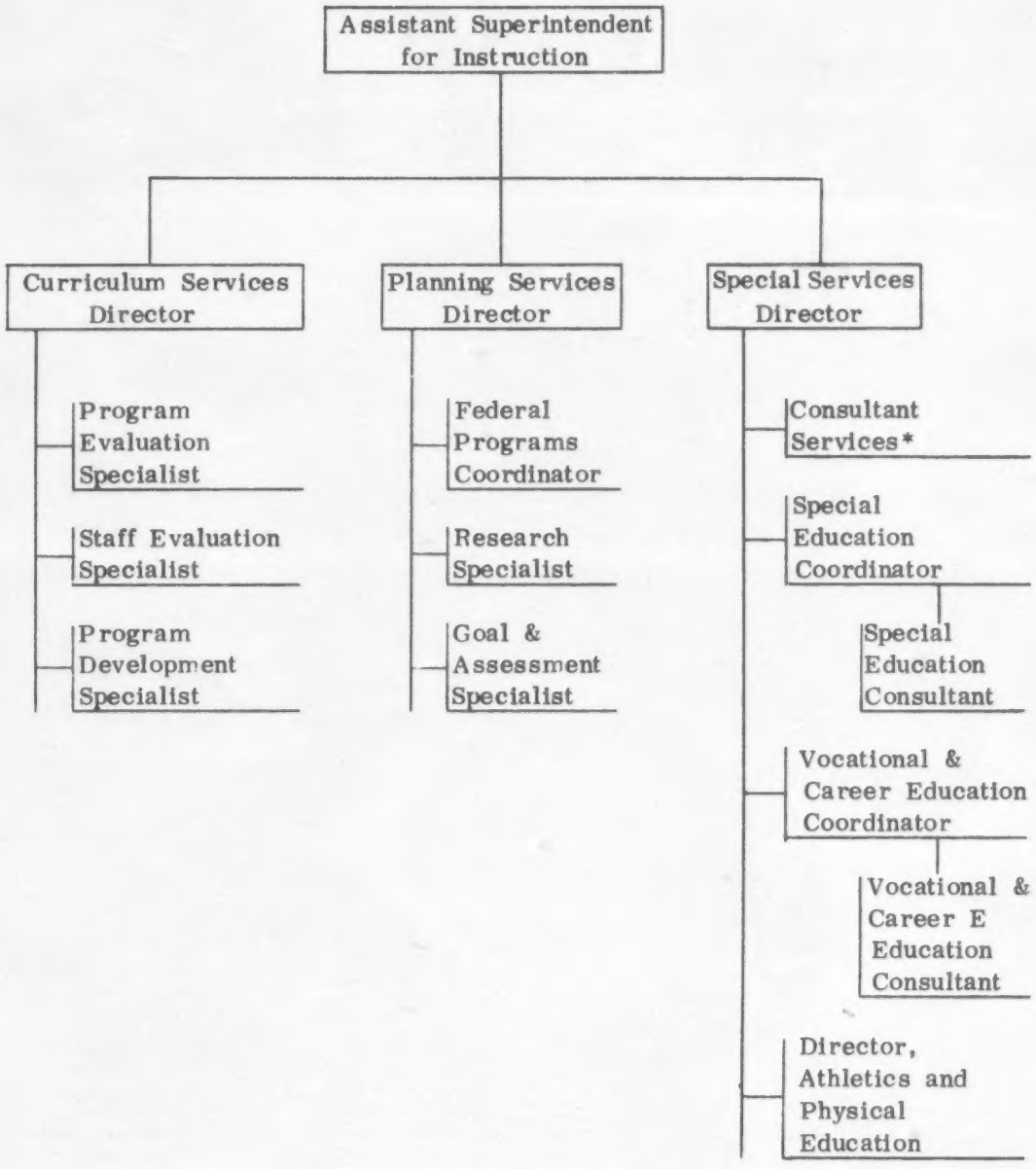
PLAN IV: ORGANIZATIONAL CHART B

Line Relationships



PLAN IV: ORGANIZATIONAL CHART C

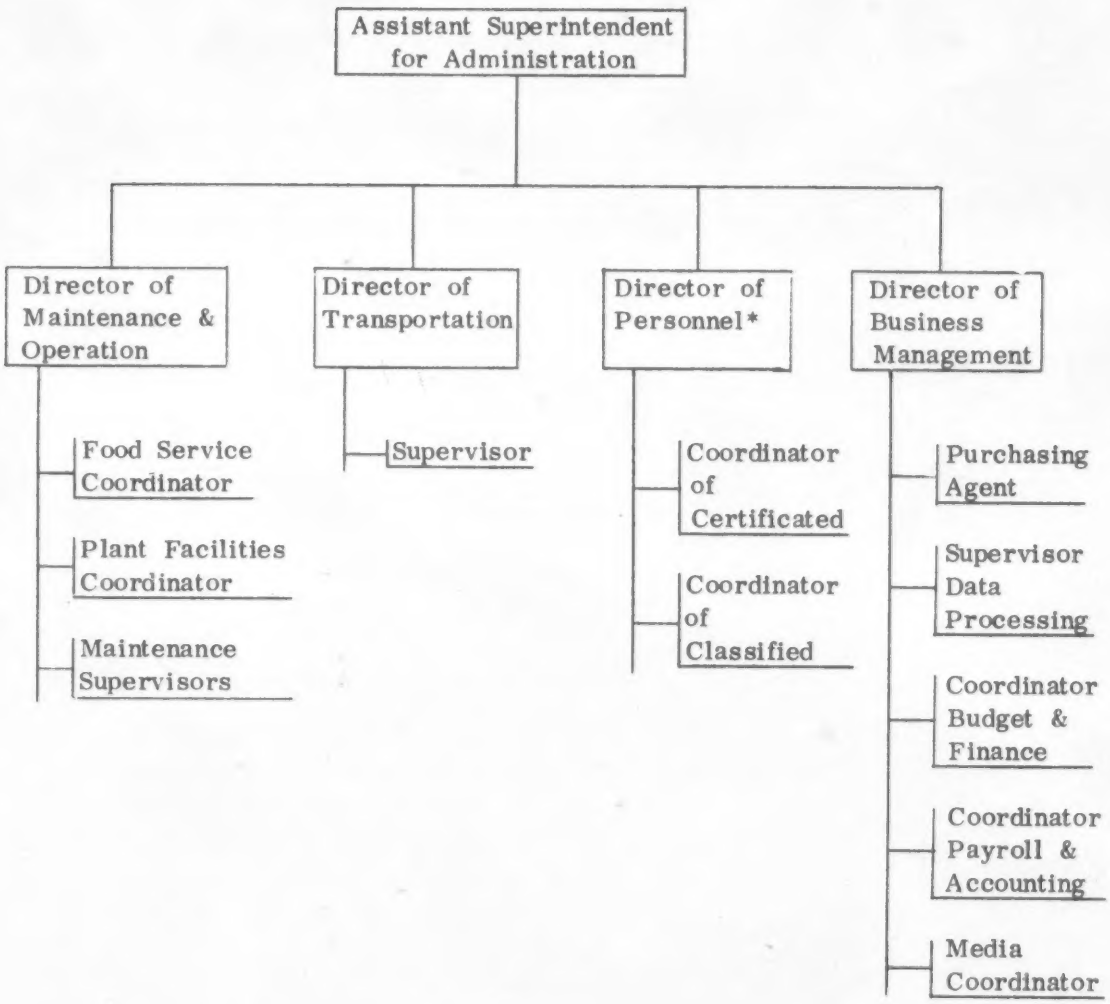
Division of Instruction



*Either ad hoc or contracted as needed

PLAN IV: ORGANIZATIONAL CHART D

Division of Administration



*Director of Personnel to be responsible for employee negotiations along with coordinators.

SUGGESTED STRATEGY FOR DISTRICT DEVELOPMENT AND IMPLEMENTATION OF AN ORGANIZATIONAL STRUCTURE

1. Board reviews final report of NWREL recommendations and proposed staffing plans.
2. Board provides alternative directions to Superintendent.
   - 2-1 Alternative 1: Administrative staff begins development of alternative organizational patterns for major administrative positions.
   - 2-2 Alternative 2: Committee of staff and citizens begins development of alternative organizational patterns for the major administrative positions.
3. Board receives and evaluates alternative plans.
4. Board selects a plan for in-depth development.
5. Board selects committee to develop a single organizational plan that includes:
   - 5-1 Line relationships
   - 5-2 Support positions
   - 5-3 Staffing pattern by position, title and function
   - 5-4 Job descriptions for each position
   - 5-5 Estimated cost of plan
   - 5-6 Priorities among functions
6. Board reviews organizational plan; decides whether to tentatively adopt, reject, or request modifications.

7. When plan is tentatively adopted by Board, Board provides for

   7-1 Community review of plan

   7-2 Edmonds staff member review of plan

8. Board decides to adopt, revise, or reject plan based on community and staff review.

9. When plan is adopted, Board establishes time-lines for implementation of organizational structure.

10. Board invites Edmonds staff to apply for newly created positions.

11. Board completes external recruitment, screening, and selection processes.

12. Board fills all positions.

13. Staff develops management by objectives, and Superintendent and Board of Directors accepts.

The major issues to be resolved prior to adopting an organizational structure are:

1. Should the District be organized by administrative areas with certain support functions centralized or should the District continue as a strong centralized District?

2. What is an adequate supervisory span of control for line administrators?

3. What functions are essential to having a quality educational program and what is an effective staffing pattern for support services to provide for the improvement of instruction that is essential to a quality program?

4. Will the organizational structure and the functioning of the staff enhance the chances of effective citizen participation in defining District and school site issues and problems?

5. Can the organization be flexible enough to make annual shifts in staff to deal with emerging problems?